REVIEW OF ONTARIO EDUCATION PROGRAMS FOR DEAF AND HARD-OF-HEARING STUDENTS

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Preface

This report contains the findings and recommendations of the Review of Education Programs for Deaf and Hard-of-Hearing Students in Ontario in 1988-89. The Review was a co-operative event, with Internal and External Review Committees and reports. Both the Internal Review Report and the External Review Report are contained in this document.

The Internal Committee Report was prepared by Ministry of Education and local school board officials and staff from the Office for Disabled Persons. It has been prepared on the basis of information gathered through distribution of questionnaires to parents, teachers, students, educators, and staff of the provincial schools.

The External Committee report has been prepared by a team of independent observers selected on the basis of their expert knowledge and experience in the field of education of deaf and hard-of-hearing persons and educational theory and practice. The External Committee held public meetings, visited schools, observed classes, and met with program administrators. Both Review Committees were informed by advice and recommendations received from the Advisory Committee, composed of representatives of organizations providing service to deaf and hard-of-hearing individuals and their families.

A review of French language services has also been conducted and is being reported on separately.

Internal Committee Report

Summary

Internal Review Report

Chapter 1: Deaf Education in Ontario

The introductory chapter seeks to establish a context and perspective for the Review, providing a brief chronology of the development of schools and programs for deaf and hard-of-hearing students in Ontario, the range and characteristics of present programs, and the issues, educational and cultural, that precipitated the current attention to education of the deaf in the province.

Chapter 2: Description of the Review

The Review was modelled on the Co-operative Evaluation and Development of School Systems process and comprised separate internal and external evaluations and a literature review. The Internal Review took place between November, 1988 and April, 1989. The three provincial schools for the deaf and thirteen school boards participated. Information sharing and public meetings were held in all locations and parents, students, administrators, teachers and other staff completed surveys.

All students in each jurisdiction aged eight, twelve, fourteen and sixteen were tested in reading comprehension, math computation and English language principles.

An Advisory Committee was established which met throughout the review, offering input to the Internal and External Review teams, and submitted a final report.

The literature research was carried out by faculty from York University on language acquisition and the influence of native sign languages, in the North

American context American Sign Language (ASL), on majority language competence.

The External Review Team visited the programs at the three provincial schools and thirteen school boards in May, 1989, held public meetings, received briefs, and reviewed drafts of the Internal Report.

Chapter 3: Academic Achievement

Results in standardized attainment tests in reading, language principles and mathematics computation would appear to indicate that Ontario deaf and hard-of-hearing students consistently exceed the scores of students in comparable programs across North America in all of the areas tested as measured by Stanford Achievement Tests for the Hearing Impaired. There were some differences in attainment between school board programs and provincial schools but general comparability in results.

Chapter 4: Questionnaire Participants

This chapter gives the participation rates and various demographic descriptors of the respondents.

Student participation was high (77%); gender, age and grade distribution is given, language use and comprehension at home, self-perception regarding deafness, social contacts and participation in school and community activities were surveyed.

Parent participation was 50%, mostly mothers and female guardians. Hearing status, language and communication modes used with children are reported.

86.2% of participating educators responded, reporting hearing status and educational responsibilities.

All sixteen jurisdictions reported the range of their program provisions and enrolments.

Sixty-five provincial school residence counsellors reported their hearing status, education background and responsibilities.

Chapter 5: Identification, Placement and Review

Responses indicated that in the majority of programs, students are placed through the IPRC process and are reviewed annually according to regulation. Parental involvement in the IPRC process was more evident in board programs than in provincial schools, especially in the review phase. Placement in various program options appeared to be more a function of age, geographic locality and philosophical considerations than an objective evaluation of degree of hearing loss, communication needs and program viability. It was evident that deaf people, other than deaf parents, are not involved in program placement decisions.

Chapter 6: Preschool and Parent Services

Preschool and parent services are far more extensive today than they were a few years ago, and increasing annually. Only the larger boards within the sample indicated the provision of services for children within the 0 to 2 years category; services increase dramatically for children 2 to 5 years of age. Services within board programs concentrate primarily on oral or auditory/verbal modes; those that provide total communication environments prefer Signed English.

Provincial school services have been provided for children aged 0 to school entry for two-and-a-half decades with preschool caseloads growing every year. The preferred method is provision of a total communication environment, Signed English being the method used in two of the schools and Signing Exact English in the third.

Provincial schools are offering home visiting services far more extensively than are the boards whose preferred method of service delivery, beginning at age 2, appears to be the provision of nursery and kindergarten programs, with varying levels of support.

Clinical services provided by VOICE are extensively used in certain geographic areas of the province.

Parents' evaluation of preschool services provided to them reveals a significant lack of satisfaction, only half reporting the services to be "very" or "somewhat" helpful. It appears that parents of children in elementary programs and preschool programs rate the services higher than parents of secondary students. On the positive side, this may be an indication that programs are improving.

Chapter 7: Teacher Education Centre, Belleville

This chapter outlines the history, program and practicum provisions, communication training and placement of the major source of Ontario's present practitioners in deaf education. The influence of the centre is clearly potent; ninety percent of provincial school and fifty-nine percent of board teachers in the review trained in Belleville.

Chapter 8: Educators of the Deaf

The experience, training and certification of educational staff in all programs is reported.

There are very few deaf teachers of the deaf in the province (only seventeen of three hundred in the survey). Although there are no overt barriers to deaf persons attaining teacher qualifications, indeed special provision for them is made in the regulation, there are difficulties in pursuing additional qualifications and many covert barriers (lack of support services in teacher education programs, linguistic and speech requirements in oral programs) that limit the participation and advancement of signing deaf persons.

There was some support for affirmative action to increase deaf persons involvement in education of the deaf from surveyed parents, support from provincial school students, but a majority opinion that deaf persons should be considered equally with hearing persons on the basis of their experience and competence.

Chapter 9: Policy Development and Advisory Committees

This chapter reports the existence of formal policy statements, particularly concerning communication philosophy and practice, staff evaluation and student admissibility and placement, in the programs surveyed. Questionnaires also sought to determine the level of knowledge and participation of parents, deaf persons and others in formulating these policies, either through formal advisory committees or other mechanisms.

Views regarding the administration of Section 24 "In Lieu" funding are also reported.

Chapter 10: Program and Curriculum

This chapter reports the degree of satisfaction of parents with home/school communication, pupil progress in various subject areas and the support services available to them and their children.

Students also rated the courses they received and the availability of courses and opportunities available to them.

The scope of the supervision, consultative advice, evaluation of pupil progress, hearing, speech and psychological status of pupils, was also reviewed.

Chapter 11: Communication Methodologies

Students reported on their usage of hearing-aids, speech proficiency and communication preferences. Similarly, educators and parents reported their communication usage, perceived level of skill and learning and training opportunities.

There is strong support for the variety of communication systems currently employed throughout the province: oral programs generally rated strong support from their parents and students, signing programs similar support from their participants. There was very little demand for ASL except from deaf parents and provincial schools' secondary students.

Chapter 12: Educational Support Staff

The availability of support staff, aides and interpreters, is reported and the criteria for hiring and utilizing such staff. Aides are much more utilized than interpreters who are only beginning to be employed in the schools. There are no provincial standards for the certification or employment of educational interpreters. Respondents expressed a great demand for such standards to be instituted.

Chapter 13: Orientation to Postsecondary Programs

The Ministry of Colleges and Universities has conducted a separate survey to assess the level of support services for deaf and hard-of-hearing students in those facilities. The responses of students and parents in school programs regarding their orientation to and knowledge of postsecondary program opportunities available to them indicate a significant need to improve information dissemination and guidance in this area.

A provincial schools' graduate summary details the placement of students in postsecondary programs for the past five years.

Chapter 14: Conclusions and Recommendations

The final chapter highlights basic problems in education of the deaf; that the majority of deaf children are born to hearing parents, unknowledgeable and unprepared for the special challenges they face, advised by an array of professionals who are divided in discipline, philosophy and practice, confused by conflicting cultural and linguistic aspirations. Linguistic delay almost inevitably results in preschool years and the low incidence of deafness and lack of consensus on communication methodologies make comprehensive, universal program provision very difficult.

The Internal committee makes thirty-eight recommendations, grouped into three categories: those that seek to redress and minimize the delayed start that most deaf and hard-of-hearing children experience in their formal education, those that seek to improve the quality and range of their school experience and those that seek to extend and bridge the school experience to further education and employment.

CHAPTER 1

Deaf Education in Ontario

Historical Perspective

Schools for deaf children predate any other kind of special education in almost all countries of the world. The very first schools for the deaf were founded in England and France in the 1780's, and in the United States by the early 1800's. Canadian schools for the deaf date from the 1850's, the first Ontario school (Belleville) being established in 1870.

The first schools were almost always segregated, residential institutions. It was apparently believed that deaf children required intensive, twenty-four hour, seven day a week tutelage and care to compensate for the handicap. Families were not believed to have a major role to play in this remediation. Until the 1960s, it was quite common for students to attend a school for the deaf residentially even though they lived in the community where the school was situated.

Deafness was viewed educationally in dichotomous terms which led to larger and more heterogeneous school populations. A child was either deaf and needed special education at a school for the deaf, or was deemed not to need any special help at all, and was expected to attend school on a regular basis. Many more hard-of-hearing and adventitiously deaf students, children who had become deaf later in life after having already acquired some degree of language competency, attended these schools because there were no viable alternatives. In addition, less developed medical knowledge allowed a higher incidence of deafness due to meningitis, scarlet fever, measles, rubella, and other central nervous system insults. This resulted in a greater number and wider spectrum of pupils, far fewer of whom would attend a school for the deaf today.

Over the years, many dedicated and hard working individuals have devoted their lives to the education of deaf students. Many have been themselves deaf or have had relatives who are deaf, and had thereby acquired a special commitment and interest in this very special field of education. Nevertheless, numerous studies over the years have shown that the average reading and language levels of deaf children lag behind those of their hearing peers, indicating a general educational problem of not sufficiently mastering the techniques or recognizing the environment needed to provide deaf children with the opportunity to learn language and profit from instruction as do hearing children.

It is now, however, becoming generally recognized that the question of communication mode is only one among many factors affecting the educational environment. Controversies over communication methodology, oral and manual, have raged for almost 200 years. Only very recently has research transcended the comparisons of oral and manual communication, incorporating environment, the nature of language itself, language acquisition, the role of family, culture, etc. to provide a better understanding of the task faced by educators of the deaf.

The traditional schools for the deaf have fostered and provided a setting for developments, largely unintentional and, in the view of some, counterproductive to the schools' stated objectives: deaf culture and deaf native language, which in North America is termed American Sign Language (ASL). This cultural and linguistic identification has in many ways mitigated against many parents' desire to integrate their deaf children into "hearing society." It was, until recently, conventional wisdom that sign language had no role to play, and indeed, interfered with the acquisition of English or whatever the language of the hearing culture might be.

In Europe, England, the United States, and Canada, schools for the deaf as described above, were the major learning institutions for deaf people until the Second World War. Since then, significant developments have profoundly affected education of the deaf. First, the manifestations of war - gunfire, loud aircraft engine noise and so on - greatly increased adventitious deafness and spurred the development of hearing-aids. Progressively since the war, more and more powerful, frequency-responsive, wearable aids, both within the external canal and behind the ear, have assisted the habilitation of even relatively severe hearing loss. Second, the wartime decentralization of the Belleville school, so that the building could be used for military training purposes, resulted in the establishment of several local programs that have existed to this day and have subsequently been augmented by many others.

Concurrent with this dispersement of programs was a growing recognition of the wide variety in degree and effects of hearing loss and the individualized needs of hearing-impaired children. Growing population centres, improved transportation and, most important in the context of this review, parent expectations, have facilitated, and indeed demanded, a much wider spectrum of educational settings, more appropriate to individual needs, and increasing support for services at the local level.

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The Current Situation

Today in Ontario, hearing-impaired children may attend a regular school with adequate hearing-aid provision and little extra help at all; or, if needed, receive periodic or regular itinerant support from trained teachers of the deaf in their own schools. They may enjoy partial or quite considerable resource withdrawal services in their local schools, or attend a part-day or full-day class for hearing-impaired children at another school within the board's jurisdiction or in an adjacent board. They may attend one of the three provincial schools as day pupils or on a residential basis depending on academic, social, or geographic needs.

The Education Amendment Act, 1980, (Bill 82) ensures that all hearing-impaired children, along with all other exceptional pupils, are subject to the Identification, Placement and Review Committee process for individual consideration and appropriate placement. There are now three provincial schools for the deaf located in Belleville, Milton (opened in 1963) and London (opened in 1974), forty local school board programs receiving direct funding from the ministry in lieu of provincial school programs, and perhaps one hundred itinerant teachers of the deaf throughout the province, serving hearing-impaired children in regular classrooms.

A recent survey of hearing impairment in Ontario (1986) shows that about 40% of children with significant hearing loss attend provincial schools. If all children reported with any degree of hearing impairment are included, this percentage is much less than 40%. All children attending local school board programs live at home, and the initiation for many such programs, especially at the elementary level, was to enable them to do so. Even in the provincial schools, 49% of the students in 1986 were also day pupils. All the residential students in London and Milton return home each weekend. Because the Sir James Whitney School in Belleville serves students from throughout northern Ontario, weekly attendance is not feasible. Nevertheless, every attempt is made to enable students to go home on weekends as often as possible, generally on a bi-weekly or monthly basis. Residence and segregation are no longer considered necessary to successful deaf education and the role of the family is now beleived to be very important.

The influence of deaf culture and deaf identification, previously referred to, also plays a role in the life of a school for the deaf, especially at the secondary level. Half (51%) of students at Ontario's provincial schools in 1986 were residential, but of this proportion, almost 70% were secondary students although secondary students represent only one third of a general student population. The reason for this disproportionate representation is that many deaf children attend local board elementary level programs but transfer to provincial schools for their secondary schooling, not only for the larger range of programs that may be offered in the central setting, but also for the "deaf milieu" and companionship of deaf peers. Each of the provincial schools maintains a number of day student beds, full every night, for students wishing to participate in after-school sports and social events. It would appear that many secondary deaf pupils, given the choice, prefer residential living with their peers to the often isolating circumstances of their home communities.

Issues

The controversy regarding residential schools for the deaf versus day classes and integration is largely related to communication methods and the extent to which the concept of a deaf society and deaf culture takes priority over integration and merging with the so-called hearing society. Public Law 94-142 in the United States (1975) established full educational opportunities for all handicapped children as a goal, and "appropriate" education was mandated to be in "the least restrictive environment." This has led to what some consider to be the mistaken notion that mainstreaming and the least restrictive environment are synonymous, and has resulted in a very rapid decline in the enrolment and esteem for many of the traditional state schools for the deaf.

In Ontario, Bill 82 also advocated universal access to education in the most appropriate environment for all exceptional children. There has been a tendency in Ontario for some parties to advocate mainstreaming as the least restrictive environment as well. The Ministry, however, has never promulgated this position and there is no mention of the term least restrictive environment in any legislation, regulation or directive. Rather the term "most enabling environment" is used.

The placement of deaf children in instructional settings that model educational systems for hearing children is an important educational objective. Since 1972 Ontario provincial schools and programs have made every attempt to have their curriculum, school governance and practice reflect those of regular schools. Deaf students are expected to take the same courses, with appropriate adaptations, and to achieve the same learning goals as do hearing children. Since 1974 deaf children have been subject to P1J1, H.S.1 and O.S.I.S. (guidelines defining elementary and secondary education in the province).

Wherever possible, deaf children are assisted in regular programs, often directly supported by ministry funding and by the resource services of the provincial schools. The overriding consideration is the assurance of a program fully consistent with the needs, abilities and aspirations of individual pupils.

In the case of an individual student, the attainment of an appropriate balance between the advantages of integration and those gained from special education settings requires a most careful assessment of the student, the program, the degree of hearing loss and a variety of other social and demographic factors. It would be equally as inappropriate to coerce or compel students better suited to integrated or resource support programs in local school boards to attend a provincial school as it would be to deny the specialized, congregated settings of provincial schools to pupils who cannot educationally and socially benefit from regular class environment, even with extensive resource support. Accurate understanding of the nature and severity of the hearing impairment as well as other family, social and cultural factors is fundamental to such judgments.

When a pupil is placed in a provincial school, the severity of the hearing impairment and restricted oral competency are generally felt to preclude the ability to learn and benefit in a regular class. This child is considered to need specialized help, supported by manual communication, in a milieu that understands and makes accommodations for deafness rather than compelling the deaf individual to accommodate to the general mainstream. The quality and appropriateness of such a placement is assessed in terms of both socialization and instruction. If a student is better served in the congregated provincial school's setting, it is because that setting affords a sufficient number of students, staff and other support systems to ensure a habilitating environment for deafness. There are sufficient peers to provide socialization, competition, friendship and challenge and sufficient staff to provide a breadth and quality of program consistent with the educational aspirations and goals for all other children in the Ontario school system. Where a student can demonstrate ability, with whatever support services are available and necessary, to make satisfactory progress and establish meaningful social and cultural links with hearing students, one would ask why such a student should leave the education mainstream to attend a provincial facility. Herein lies the dilemma.

While few would advocate abolishing the range of services presently existing in Ontario, the philosophical persuasion of one group or another tends towards a pedagogical position for the majority while admitting the alternate placement for a few who cannot otherwise be accommodated. For example, many advocates of auditory/verbal and oral programs believe that, given sufficient funding, regular class support services, early amplification andfamily intervention, and a number of other resource services as needs dictate, most hearing-impaired children, even severely and profoundly deaf, should be orally successful, and only a minority need to attend residential schools and employ manual modes of communication. In contrast, growing numbers of advocates of the Deaf community, predominately deaf individuals themselves, assert that deafness is a cultural rather than a handicapping condition. Indeed, they are insulted by the notion of being considered handicapped or impaired (the traditional medical deficit model) and assert they are a separate cultural and linguistic minority. Essential to their unique situation, they emphasize, is the development of discrete cultural and linguistic schools, within the larger context of education in Ontario.

The Ontario Association of the Deaf has established a Task Force on Education advocating the following six objectives:

1. To recognize ASL and LSQ as languages of the Deaf community.
2. To use both English and ASL or French and LSQ as the languages in instructional programs for deaf pupils and students.
3. To establish an exemplary training program for teachers of the deaf to prepare them for bilingual (ASL/English or LSQ/French) and bicultural education programs.
4. To develop provincial ASL/LSQ curriculum (preschool through grade 13) with the guidance of experts recommended by the Deaf community.
5. That all local and provincial advisory councils on deaf education be composed of a majority of Deaf individuals.
6. To actively recruit and promote accessibility of deaf individuals in the fields of education, counselling, administration, and all human services provided to the Deaf community on local and provincial levels. A five year plan to be developed with the Deaf community setting the goals for increasing the numbers of deaf professionals.

Such is the context of the review of programs for deaf and hearing-impaired students in Ontario undertaken during the 1988-1989 school year and reported in the following pages.

CHAPTER 2

Description of the Review

Background

In the opening words of a Private Member's Resolution passed in the Ontario Legislature on May 5, 1988, a call was made for evaluation of and sweeping changes to education for people who are deaf in Ontario. The ensuing debate generally criticized the academic standards achieved by Ontario's deaf students, questioned why so few deaf individuals were involved in the field of education of the deaf in either teaching or administration roles, asserted a paucity of pre-school and family services provision throughout the province, and pointed to a lack of postsecondary opportunities and services available to Francophone deaf students.

The government responded by defending the present provision for hearing-impaired students and stressing the necessity to provide a wide range of differential services throughout the province for a very heterogeneous population. It outlined the comprehensive range of services and programs for hearing-impaired children offered at the provincial schools and in many school boards, and emphasized that deaf education is not a simple either/or choice, oral or signing, but rather that differential hearing loss demands differential school placements, communication, and support programs. The government, however, acknowledged the usefulness of a provincial review, although not necessarily responding only to the concerns raised in the debate. The motion passed without division.

On November 1, 1988, the Minister of Education, the Honourable Chris Ward, addressed the legislature as follows:

> "Today I am pleased to announce that my ministry is undertaking a review of programs for hearing-impaired students, covering the three schools operated by the ministry as well as a representative sample of the programs offered by individual school boards. It will include public and separate boards as well as English and French language programs.
>
> It will be carried out in two phases: first an internal review committee of educators of the deaf from boards and from our provincial schools will be established immediately.
>
> In addition an external, independent review will be carried out by experts in deaf education and other educators not employed in our jurisdictions.
>
> To assist our external review, we will commission a research project designed to compile and summarize the most recent findings in deaf education.
>
> In addition, Mr. Speaker, I am pleased to announce today the creation of an Advisory Group comprised of representatives from groups within the Deaf community and the deaf education community. This group will be asked to provide ideas to the internal and external review teams. Information gathered by the two reviews will also be shared with the Advisory Group which will be kept fully informed throughout the review process. Through this cooperative effort, we will draw together in partnership a wide spectrum of those involved in the delivery of deaf education.
>
> Mr. Speaker, these are the areas upon which we are asking our review to focus:
>
> 1. the appropriateness of identification, placement and review procedures for hearing-impaired children, including an assessment of the availability of various types of programs in different parts of the province;
>
> 2. the levels of academic competence achieved by students of programs for the hearing impaired;
>
> 3. the training and certification of teachers of the deaf and an identification of any existing barriers to the employment of teachers who are deaf;

4. the policy development process for hearing-impaired programs, including the role of advisory committees;

5. the appropriateness of communication systems employed and taught in programs for the hearing impaired;

6. opportunities and support mechanisms for post-secondary education for the hearing impaired in Ontario;

7. the provision of pre-school and parent and family services;

8. the use of interpreters; and

9. the provision of programs and services for French language students.

I hope and expect Mr. Speaker that our review and advisory committees will provide significant and useful analysis and recommendations within all of these critical areas."[1]

Internal Review Team

The initial difficulty faced in the internal review was to determine how best to create a truly collaborative review involving so many different, autonomous and geographically separated programs. Provincial schools are under the ministry's direct governance, while school board programs are accountable to their elected boards. It was decided to establish a coordinating internal committee, staffed mainly by ministry personnel from the provincial schools, but incorporating representatives of larger school boards adjacent to provincial schools. At the same time, each individual participating board and provincial school was encouraged to establish a local internal review committee. The intention was to encourage a discrete internal review in each locale for self-evaluation and in preparation for the external visit. The coordinating committee's task was to prepare common instruments for the review and to liaise with each separate participant to ensure a coordinated focus and timing in the phases of the review.

The internal team was appointed immediately after the minister's speech in early November, 1988, and is listed in the Appendix.

Methodology for Internal Review

The committee met early in November, 1988, to map out the review's parameters. Considerable time was initially spent determining the most effective ways of addressing the mandated tasks. There was early agreement that questionnaires for consumers - students and parents, and service providers - program administrators, teachers, and residence counsellors - needed to be developed. These would address many of the areas in terms of fact and perception.

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[1] Hansard, November 1, 1988

The two most contentious areas of review turned out to be the measurement of student academic achievement and staff and student communication competency. In the former area, there was considerable reluctance to use simplified forms of standardized testing. At the same time it was recognized that any individualized testing measures or benchmarks could produce no comparisons between or among programs, across the province, or with other jurisdictions. Literacy had to be addressed, reading and language sampling. It was felt that mathematics should also be included, together with some measure, if possible, of social and emotional growth as well as expressive and receptive communication skills in students and staff.

For student achievement, there was final agreement to use Stanford Achievement Tests normed on a hearing-impaired population in the areas of reading, language and mathematics. While standardized tests have admitted limitations, they are the only known means of achieving standardized assessment over a wide population and, at the same time, offer comparisons to other populations in North America, hearing and deaf, to assess Ontario's relative standing.

Assessing staff competency in various communication mode areas was especially difficult. There is very little consensus in research and throughout the field on establishing acceptable, objective levels of competency. Much debate went into the development of impressive and expressive communication video tapes, sign language interview situations and other techniques. Oral competence, however, does not lend itself to any of these mechanisms. The fact that an individual speaks intelligibly does not necessarily imply oral strengths in terms of teaching methodologies. The paramount difficulty involved teachers' contracts and conditions of employment. The provincial team had no mandate to establish procedures to directly assess teacher competence, particularly in such a subjective area as communication skills. Finally, it was determined that communication competence would have to be addressed through the outcomes of communication interaction rather than through judgment of the process itself. A judgment of the extent to which staff and students reported they had good communication climates in the classrooms or other appropriate areas, and of the efforts dedicated to communication training and evaluation in the various jurisdictions, as adjudicated by the external review team, would have to suffice.

Questionnaires

The coordinating committee developed five questionnaires, for parents, students, educators of the deaf, program administrators and residence counsellors, persons employed exclusively in provincial schools with major responsibilities for out-of-school care and development of the pupils enrolled.

The questionnaires sought to elicit fact and perception in all areas highlighted in the debate and the Minister's statement. Specifically they addressed the actual achievement of pupils in various programs; the identification, placement and review procedures established and followed in each jurisdiction; the extent to which pre-school, parent and family services existed throughout the province, and the degree of satisfaction expressed by the recipients of these services; facts regarding the training and certification of teachers of the deaf, their employment, and any barriers which might exist to deaf applicants or teachers; and questions eleciting opinion regarding the role model of deaf persons in teaching and other capacities. Other questions related to policy development procedures and advisory committees, the development of communication policies, training programs, methodologies used, and opinions of the degree of satisfaction and competency established through these methods; the provision and use of educational support staff, classroom assistants and interpreters; the preparation in school for post-secondary education opportunities, guidance and advice; program offerings and curriculum development; and, finally, pupils' emotional development and socialization skills.

Areas Beyond Mandate

It was early determined that two areas of the review were outside the committee's direct mandate: the provision of post-secondary programs and services which is governed by the Ministry of Colleges and Universities, and Francophone services which, although certainly the Ministry of Education's responsibility, might be better addressed by a separate review process. Francophone services are relatively new, having previously been purchased out-of-province. The Ministry decided that such a review would better take the form of a needs assessment and determination of future programming rather than be confined to a review and assessment of existing programs. Accordingly, a separate Francophone review was initiated and the Ministry of Colleges and Universities conducted its own review of services at the post-secondary level, both reported elsewhere.

Distribution of Review Instruments

The initial drafts of four questionnaires - parents, students, educators and program coordinators - were completed and distributed for comment to every participating local program committee early in January, 1989. The committee met towards the end of January to incorporate revisions arising out of school board and provincial school input and to share the questionnaires with the advisory committee. Further consultation was elicited from research officers of The Metropolitan Toronto School Board, The Metropolitan Toronto Separate School Board, and the Ministry in determining the questionnaires' final form.

The questionnaires were printed and distributed in mid February, with a request that they be completed and returned to the Ministry by March 10, 1989. Concurrent with the distribution of questionnaires, requisite numbers of Stanford Achievement Tests were sent to all schools with similar instructions.

Concurrent with the activity in the development of test instruments, internal coordinating team members visited all participating provincial schools and school boards. The review requirements were discussed in detail, and each participating centre was encouraged to hold a public information meeting to acquaint local constituents of the review's parameters and focus and to enlist their interest and participation. Such meetings were held in all locations during the months of November and early December, 1988.

Detailed instructions were sent to each participating program at the end of January, 1989:

> **Program questionnaire** - one questionnaire requested to be completed by the person or persons having administrative and program responsibility for hearing-impaired programs;
>
> **Educator** - one questionnaire to be completed by each teacher employed in congregated classes, resource withdrawal or on an itinerant basis as a teacher of the deaf who had program responsibility for severe and profound hearing-impaired children in the program. The educator questionnaire was not to be completed by regular class teachers who had hearing-impaired students integrated into their regular classroom programs;
>
> **Parent** - one questionnaire for each family, parent or legal guardian, who had pre-school or school-age severe or profound hearing-impaired children in the program;
>
> **Student** - one questionnaire to be completed by each severe or profound hearing-impaired student in the program who had attained the chronological age of twelve years as of January 1, 1989. Instructions were given that as many students as possible should be included in this survey but that local discretion would need to be exercised in excluding severely developmentally handicapped or other students with a sufficiently severe additional handicap that would prevent their understanding or completing the questionnaire. The number of exclusions was to be reported.

With regard to academic achievement, it was decided to test all severe and profound hearing-impaired students born in 1972, 1974, 1977 and 1980. These years were chosen as a representative sample of students likely to be enrolled in Grades 4, 6, 9 and 11. Boards were also encouraged to test all the students enrolled in their hearing-impaired programs for internal comparative purposes, but only students born in the years indicated were to be included in the provincial data.

At the same time, participants were encouraged to write an internal report of their review activities, observations and recommendations. The main purpose of this internal report was to prepare a program description and analysis for the external review team in preparation for their visit in May, 1989. Several boards, however, chose to complete their internal reviews in time to have their observations and recommendations considered by the provincial internal review team.

School Board Participation

An interesting phenomenon of the review was the growth of the original sample through the interest of a number of programs not initially selected to participate. The initial sample included the three provincial schools, because of the obvious focus on provincial programs in the debate, and a representative sample of school boards intended to include large and small, urban and rural, and all geographic regions. To this end, the two Toronto metropolitan school boards, public and separate, Lincoln County Board of Education, a smaller urban program of many years' standing, Sudbury Board of Education as an urban program in the north, Windsor Board of Education, an urban program in southwestern Ontario and The Ottawa Board of Education in the eastern part of the province were invited to participate. Later, The Lakehead Board was invited to join the sample to better represent northern interests. Subsequently requests for inclusion came from The London Board of Education, The Niagara South Board of Education, from the three other boards in the Ottawa area, and from The Hamilton-Wentworth Roman Catholic Separate School Board.

In most instances, the reasons for including these additional boards were compelling. Niagara South provides a secondary program for students in the Niagara Penninsula to complement Lincoln County's elementary program. The four Ottawa area boards similarly provide collaborative services to maximize local facilities. The Ottawa Board provides the total communication program while all boards cooperate in oral and itinerant services. The London Board has provided oral programs for many years, which, de facto, are the alternate program choice for London area oral students to The Robarts provincial school. The Hamilton-Wentworth Roman Catholic Separate School Board has a unique program of total integration for all exceptional students, and wished to evaluate their program's effectiveness vis-a-vis other models by inclusion in the provincial review. All boards requesting inclusion were accepted, although the degree of their participation varied according to their early or late inclusion.

Definition of Terms

Throughout the initial meetings of the internal committee and with boards there was considerable debate regarding definition of terms in hearing impairment and the determination of the sample of students to be included in the review. There was considerable pressure to include all hearing-impaired students in all programs regardless of degree of hearing loss. It was argued that a clinical definition of hearing loss alone hardly determines the program needs of pupils, and that limiting the sample might cause a large portion of program provision and needs to be ignored. To make any valid comparisons between provincial school program outputs and those of local school boards, however, the student sample had to be common in both areas. Since provincial schools only provide for severely and profoundly hearing-impaired pupils,[2] this was determined to be the sample for the review. It was also clear that the focus of many of the review's concerns, such as the use of ASL as a language of instruction and the role of deaf educators of deaf, clearly focused on severe and profound hearing impairment and manual programs rather than on oral programs for hard-of-hearing students.

The term "hearing impaired" itself is generally disliked by members of the Deaf community and many parents, who prefer the terms "deaf" and "hard-of-hearing" rather than the connotations of deficit implied in hearing impairment. The term "hearing impairment" is used, however, throughout this report as the generally accepted generic term (in current literature) for all degrees of hearing loss. "Deaf" is used to connote severe and profound degrees of hearing impairment, "hard-of-hearing" to connote hearing losses in the mild to moderate range, generally outside the parameters of this review.

The External Review

Composition

In accordance with the Minister's direction that the external team comprise individuals with varied backgrounds and credibility in deaf education, but not employed in any of the jurisdictions under review, seven individuals were invited to form the external review team, three of whom are deaf.[3]

The former and current affiliations and responsibilities of external review committee members encompass a broad spectrum of educational philosophy and experience in hearing impairment, ranging from strictly oral to total communication programs, elementary, secondary, and post-secondary, university teacher education and research experience.

Unfortunately, before actual program visitation could commence in May, one member, Dr. Davila, had to withdraw from the project due to his appointment as Under Secretary of State for Special Education in the United States Government. His prestigious appointment is a great advancement for the Deaf community in North America but, unfortunately, a grievous disappointment to the Ontario review. It was most fortunate that, at such short notice, Dr. R. Rosen, Dean of Continuing Education at Gallaudet University, agreed to assume some of Dr. Davila's commitments, while others were undertaken by existing team members.

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[2] Pupils with a clinically determined hearing loss in excess of 70 decibals (ANSI 1969) in the better ear.

[3] Appendix.

The external team met on three occasions, in December, 1988, March, and April, 1989, to develop terms of reference, strategies for visitations, and a coordinated focus on the areas to be researched. Concurrent with two of their meetings,the external team met with the Advisory Committee to receive input and recommendations from this group. The external team's visitation schedule began on May 1, 1989, and is reported elsewhere.

The Literature Research

Research literature on education of the deaf is extensive and generally inconclusive in many of the areas of concern that this review seeks to address. It was decided, therefore, that the literature research should focus on a particular concern arising out of the review, namely the place of American Sign Language in school programs and as a medium for instruction. Accordingly, a request for proposals to review the literature on effective use of native sign languages in the acquisition of a majority language by hearing-impaired students was developed in January, 1989. Native sign languages, for the purpose of this study, were defined as those sign languages commonly used by deaf adults in discrete cultures. Examples given were American Sign Language, British Sign Language, and La Langue des signes Quebequois. Majority languages were defined as those most commonly understood by the hearing population, in the Ontario context, English or French.

Contractors were asked to collect and summarize all research findings on the specific topic of the formal use of native sign languages as a means of instruction of a majority language in educational settings for preschool and school aged hearing-impaired students. Foreign sources were to be investigated in addition to Canadian sources.

Beyond the task of summarizing the literature, the contractor was asked to highlight findings which indicated:

- any advantage of the use of native sign language instruction in the acquisition of the majority language;
- any disadvantages or negative outcomes in the use of native sign language instruction in the acquisition of the majority language;
- demographic or other characteristics of students for whom such "bilingual" education would seem to be the most advantageous;
- effective strategies in educating hearing parents in native sign language usage; and

- the degree of success or failure of hearing parents of deaf children in their attempts to learn the native sign languages.

The research proposal was distributed to all faculties of education, and departments of linguistics in Ontario, and several independent researchers known to be experienced in educational research. Of the two bids received in the requisite time, one was deemed to be acceptable, and the contract was awarded to Drs. C. Ewoldt and N. Israelite of the Faculty of Education, York University in mid March. The literature review was completed on May 12, 1989, in time to make findings available to the external review team prior to the writing of their report and for consideration by ministry officials subsequent to the review.

The Advisory Committee

It was recognized from the review's initiation that an Advisory Committee, comprised of representatives of organizations within the deaf and deaf education communities would be an essential component. This recognition arose from representations to the ministry by the Ontario Association of the Deaf, VOICE for Hearing-Impaired Children and others prior to the review, and the knowledge that four of these organizations, The Canadian Hard of Hearing Association, The Deaf Childrens' Society of Ontario, The Ontario Association of the Deaf and VOICE for Hearing-Impaired Children had convened an educational task force under the auspices of The Canadian Hearing Society to formulate policies and proposals regarding deaf education. When the review was announced, this group asked to be the advisory body to the review or, alternatively, that more than one advisory body be convened, thereby enabling them to maintain their separate identity as a consumer organization.

The Minister was concerned, however, that such a structure would represent too narrow a focus of external interests, and omit the whole spectrum of professionals involved in the field. At the same time, the Ministry was reluctant to establish more than one advisory body, in anticipation of receiving conflicting viewpoints and missing the opportunity for divergent groups to debate their various viewpoints and wishes prior to making recommendations. It was therefore decided to establish one Advisory Committee with a broad representation as follows:

The Canadian Hearing Society,
The Canadian Hard of Hearing Association, (Ontario Division)
The Deaf Childrens' Society of Ontario,
The Federation of Provincial Schools Authority Teachers,
The Ontario Association of the Deaf,
Ontario Educators of the Hearing Impaired,
Ontario Interpreter Services,
Ontario School Trustees Council,
The Ontario Teachers Federation ,
VOICE for Hearing-Impaired Children.

Two Advisory Committee members were solicited from each organization.

The Advisory Committee's first meeting was convened on December 19, 1988. It was mutually agreed that the committee might enjoy greater autonomy if a non-ministry person chaired meetings, and Mr. Dennis Morrice, Executive Director, Canadian Hearing Society agreed to assume the chair. At the initial meeting, the committee was apprised of the formation of the review, the membership of the internal and external teams, terms of reference, proposed testing protocols, and questionnaires.

Ministry officials, R. Wollaston, J. Lanthier and P. Bartu attended subsequent meetings to report on the progress of the review and receive input from Advisory Committee members. Six subsequent meetings have taken place as have a number of subcommittee meetings of the original consumers group.

As a result of input from the Advisory Committee, two new members were added to the external team, two additional school boards were added to the original sample, and amendments made to drafts of the questionnaires. Two Advisory Committee members served on the selection panel to award the research proposal. Separate briefs were prepared by individual Advisory Committee organizations, the Ontario Interpreters Services Association, the Federation of Provincial Schools Authority Teachers, the Deaf Children's Society and the Ontario Association of the Deaf. A co-ordinated report and recommendations was presented to the Internal and External Review Team on May 1, 1989.

CHAPTER 3

Academic Achievement

Introduction

This chapter reports on one of the "outcomes" of Deaf Education in Ontario, namely academic achievement. In particular, it examines those areas which can be measured by standardized devices, to address the question of how well deaf students in Ontario are achieving academically and how this compares with the academic achievement of hearing students and with deaf and hard-of-hearing students in other similar programs.

Few Ontario school boards have any systematic program of standardized testing of academic achievement for hearing-impaired students. Where these do exist, they often are not instruments normed on deaf students. Therefore, comparisons could not be made outside of that jurisdiction. It was recognized that in this day of holistic evaluation, many programs are uncomfortable with the concept of objective, comparative evaluation of such a narrow range of student outcomes.

Naturally too, school board programs, with either an integration focus or program locations in regular schools, and with a relatively small hearing-impaired population, favour achievement protocols used with hearing students. In this regard, the area of Language assessment presented a particular difficulty for the committee. Most programs had established assessments, often administered by Speech and Language Pathologists, and conducted on an on-going basis. These are primarily diagnostic in nature to enable the development of individualized programming for students, but because of wide divergence in administration, instrumentation, and purpose, no comparative analysis could be made.

Committee members were concerned that comparing different populations on standardized instruments would be unfair. It was recognized that although local boards and provincial schools operate parallel programs with overlapping geographic catchment areas, the "difficult-to-serve" student, and the "non-academic" student is more likely to be found in the provincial school environment. With the exception of the very large urban boards, very few multi-handicapped deaf students are served by board programs. This premise is concurrent with findings in current literature examining trends in the United States. It is further recognized that this review is looking at a "moment of time" and that a more longitudinal analysis of achievement would be desirable.

Areas Assessed

There was a very strong feeling, particularly from board personnel and the speech and language pathologists who were consulted, that the full assessment of language was not a task that could be undertaken at this time. Accordingly, only the student's knowledge of grammatical principles and mechanics of language (syntax) was assessed, using the Language subtest of the Stanford Achievement Test. Reading and mathematics computation were also assessed.

Instruments

Achievement tests measure the extent to which students master certain concepts or skills compared to other students of similar age and, in this specific case, of similar hearing loss and placement. The use of norm-referenced devices allowed the evaluation of Ontario pupils' progress relative to a large sample of deaf students across North America.

The Stanford Achievement Test (SAT) is an accepted instrument which was normed on more than 250,000 representative hearing students in the United States during the 1981-82 school year. The Stanford Achievement Test for the Hearing Impaired (SATHI) is an accepted instrument for measuring the achievement of hearing-impaired students. It was normed in 1983 on a representative sample of 8,331 hearing-impaired students, proportionate by hearing loss, communication method, region, ethnic group, and program type. Independent research has shown that this testing is extremely reliable with a high degree of internal consistency.

In 1985 Gallaudet University adopted the SATHI as an integral part of their admission criteria. Over 22,000 deaf students each year are tested on the SATHI. The additional availability of a screening placement test to ensure that appropriate levels of testing are administered, and an individual student profile sheet which gives detailed diagnostic information and age-norm percentiles, make this a time-efficient and accurate device to use.

Because of the focus of the review, schools were asked to screen students in mathematics and reading. Students were assigned to appropriate levels of the Reading Comprehension, Math. Concepts, Math. Computation, and Language sub-tests from the screening results. The machine scoreable answer documents were collated centrally, forwarded to the Psychological Corporation in Iowa City for scoring and the data tape was sent to the Center for Assessment and Demographic Studies in Washington for analysis. The documents were grouped in such a way that age-normed data was calculated for provincial schools and for board programs respectively. Individual student and program data was returned to participating boards and schools without scrutiny by the provincial committee.

Table Descriptors

3.1 Achievement Testing Participants

Program:	8 yrs	12 yrs	14 yrs	16 yrs
Prov. Schools	22	17	44	39
Board Programs	63	60	41	38
	—	—	—	—
	85	**77**	**85**	**77**

Figure 3.1 gives the statistics for students tested in the Provincial Review of Deaf Education 1989, by program placement type and age. The number of students tested represents students born in the specified years rather than the total number of deaf students in each program. For purposes of analysis, age was determined by year of birth. For example, all students born in 1974 are considered to be 14 years old.

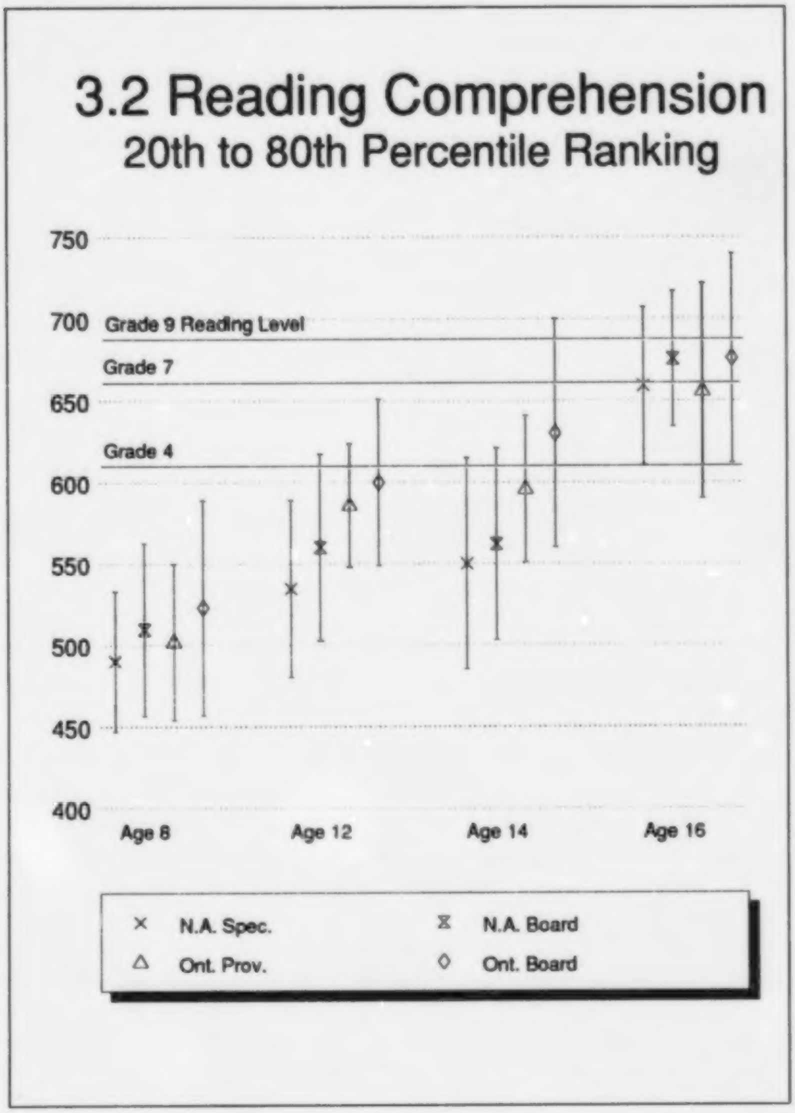
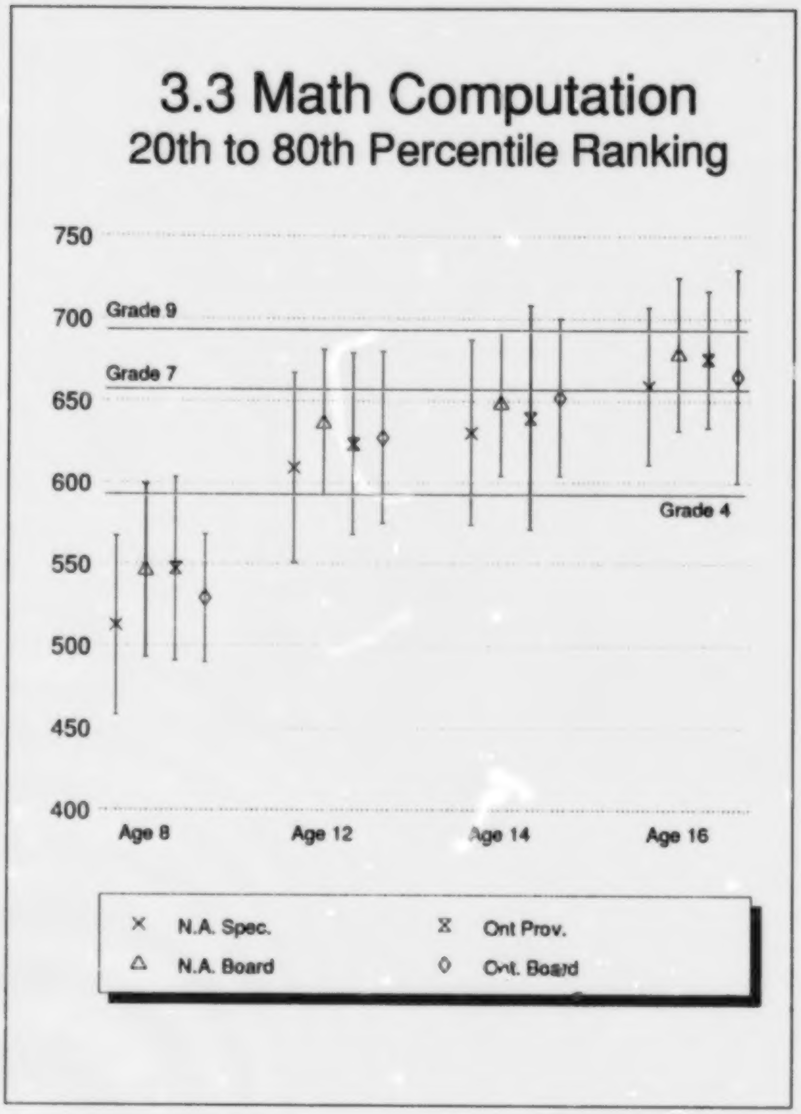


Figure 3.2 would appear to indicate that Ontario Provincial Schools and Ontario Board Programs consistently exceed the scores of comparable programs across North America in Reading Comprehension, as measured on the SATHI test.



3.3 Math Computation
20th to 80th Percentile Ranking

Figure 3.3 would appear to indicate that Ontario Provincial Schools consistently exceed the levels of attainment of students in comparable programs across North America. Students in Ontario Board Programs appear to have lower scores at age 8, thereafter equal or exceed their counterparts.

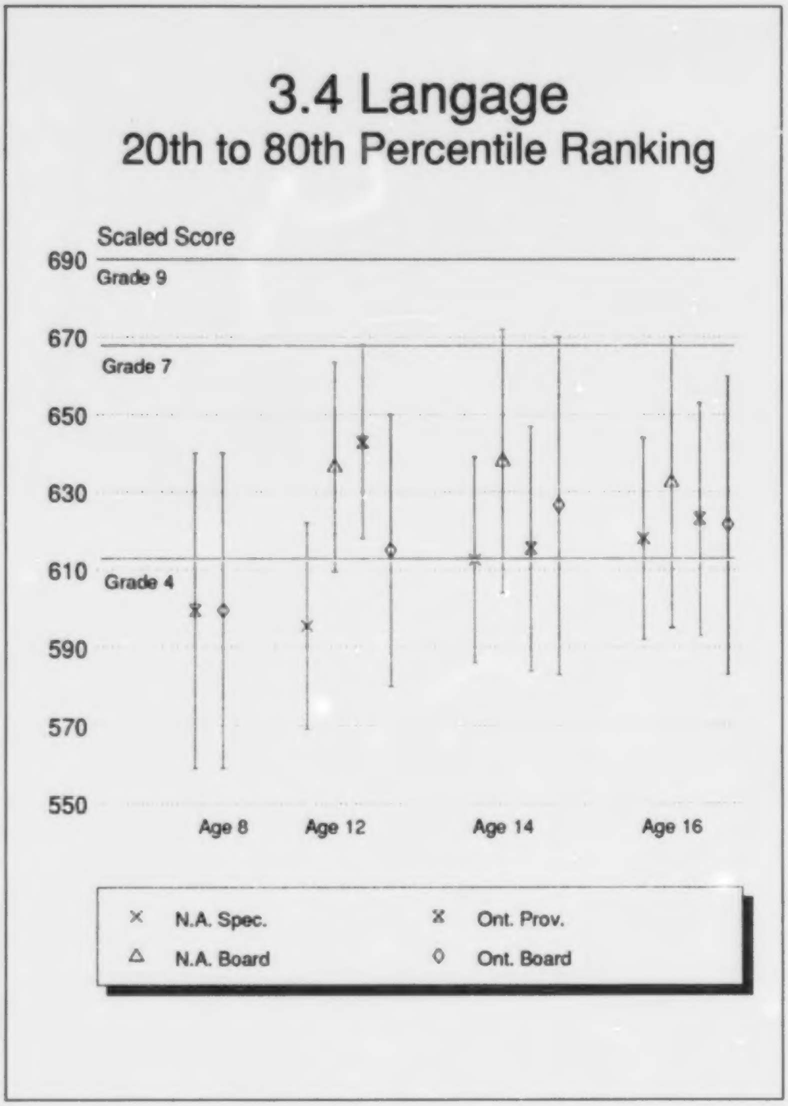


Figure 3.4 appears to indicate that Ontario Provincial Schools have a higher level of attainment on this subtest than North American counterparts. The test assesses Language primarily through a knowledge of grammatical principle, and this has been an emphasis in the approach used in the Provincial Schools.

Tables 3.2, 3.3 and 3.4 provide comparison of the range of scores for the following placement-based groups of deaf students:

- Special Schools, North America[1]
- Provincial Schools, Ontario
- Board Programs, North America
- Board Programs, Ontario

The use of the range of scores helps provide a better picture of the distribution of achievement in any given sample. Ages 8, 12, 14 and 16 years are used for comparative purposes. North American statistics are drawn from *Deaf Children in America*, (1986 Little Brown and Co.) by A. Schildroth et al, and from *Understanding the Scores*, (1986 Gallaudet Press) by T. Allen.

These tables are designed to elicit comparison between the achievement of deaf students in Ontario with that of students in similar placements in North America. These comparisons record the achievement of students within a specified placement.

Since variables which impact greatly on achievement, such as intelligence, age-of-onset, admission criteria, and secondary handicaps, are ***not*** controlled, these tables should ***not*** be interpreted as an endorsement of one kind of placement over another.

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[1] Segregated state and provincial schools and classes for the deaf in North America, ***including*** Ontario Provincial Schools.

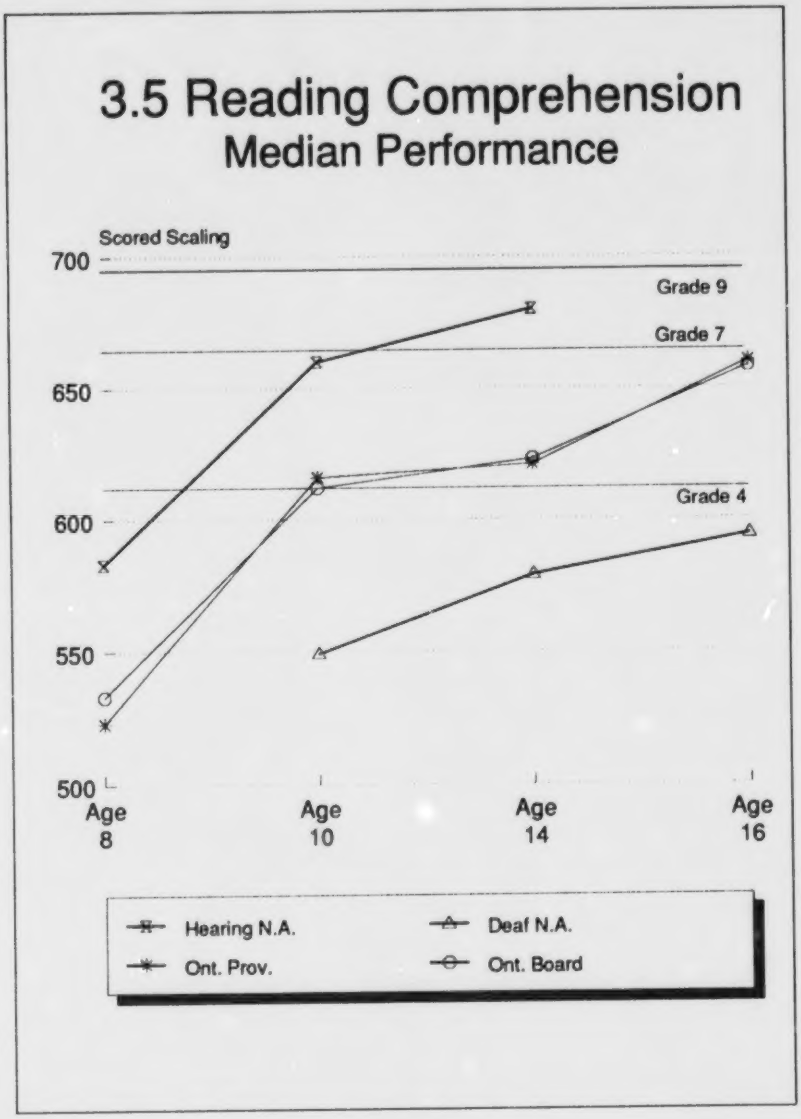


Figure 3.5 would appear to indicate that the median performance of Ontario Deaf students falls consistently between the attainment of their hearing peers and that of deaf students of similar age across North America, as measured on the Reading Comprehension subtest of the SATHI.

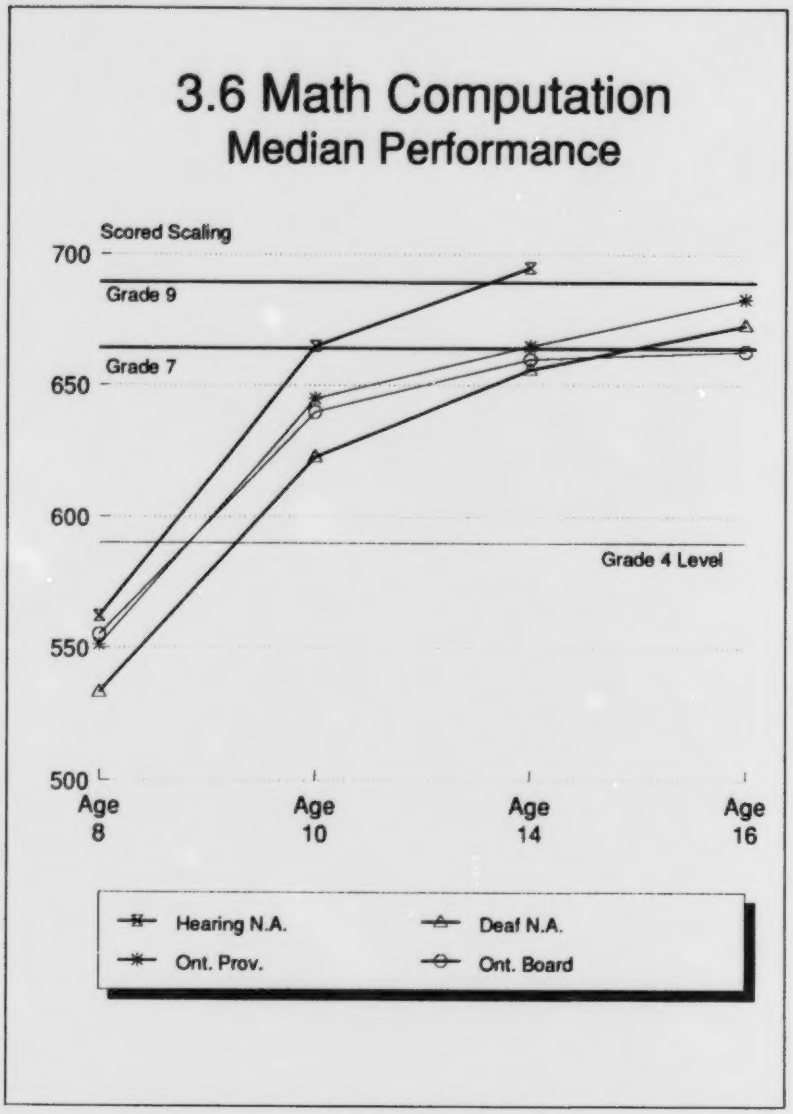


Figure 3.6 would appear to indicate that the median performance of Ontario Provincial School Deaf students falls consistently between the attainment of their hearing peers and that of of students of similar age across North America as measured on the Math Computation subtest of the SATHI. The slightly lower achievement of Ontario Board students may be due to the high emphasis on Language and Reading in these programs.

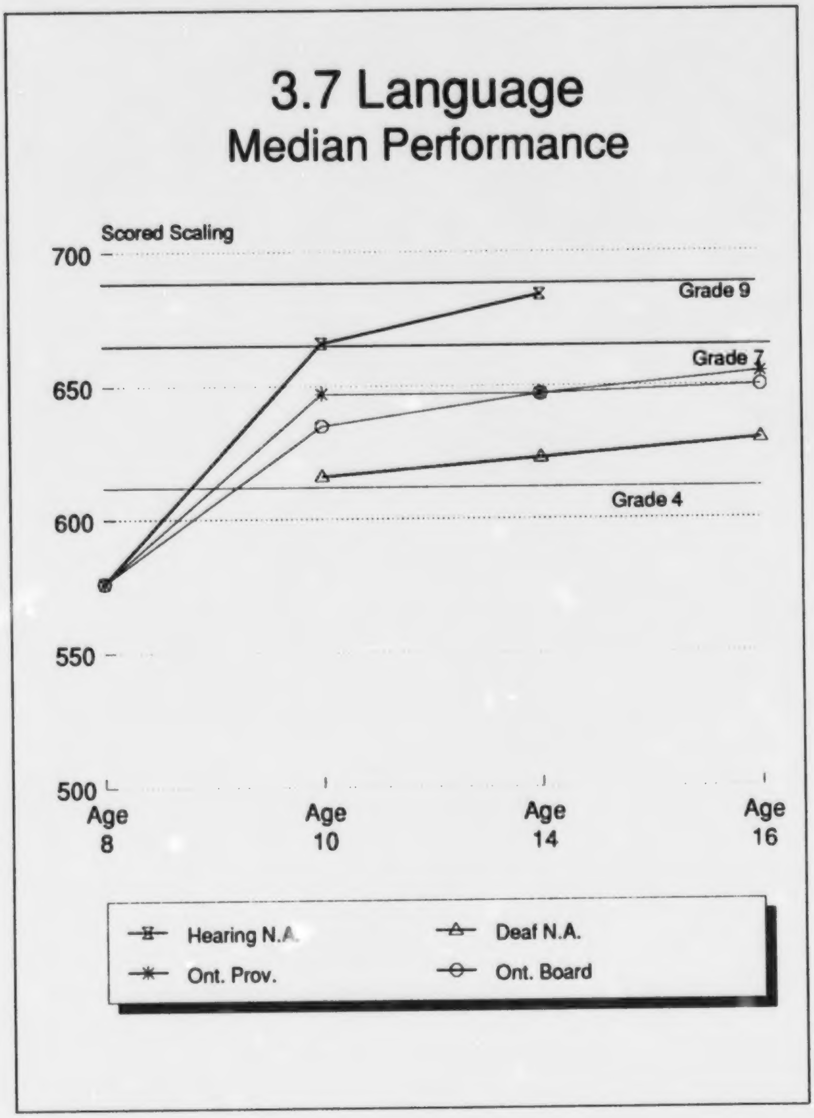
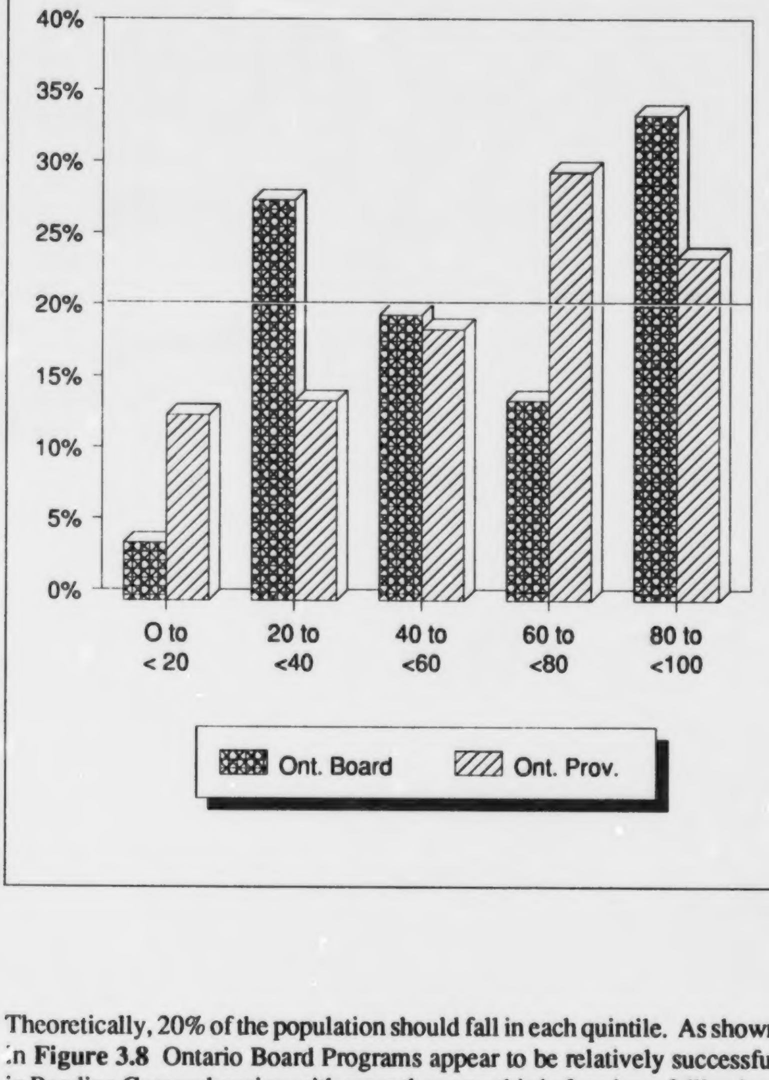
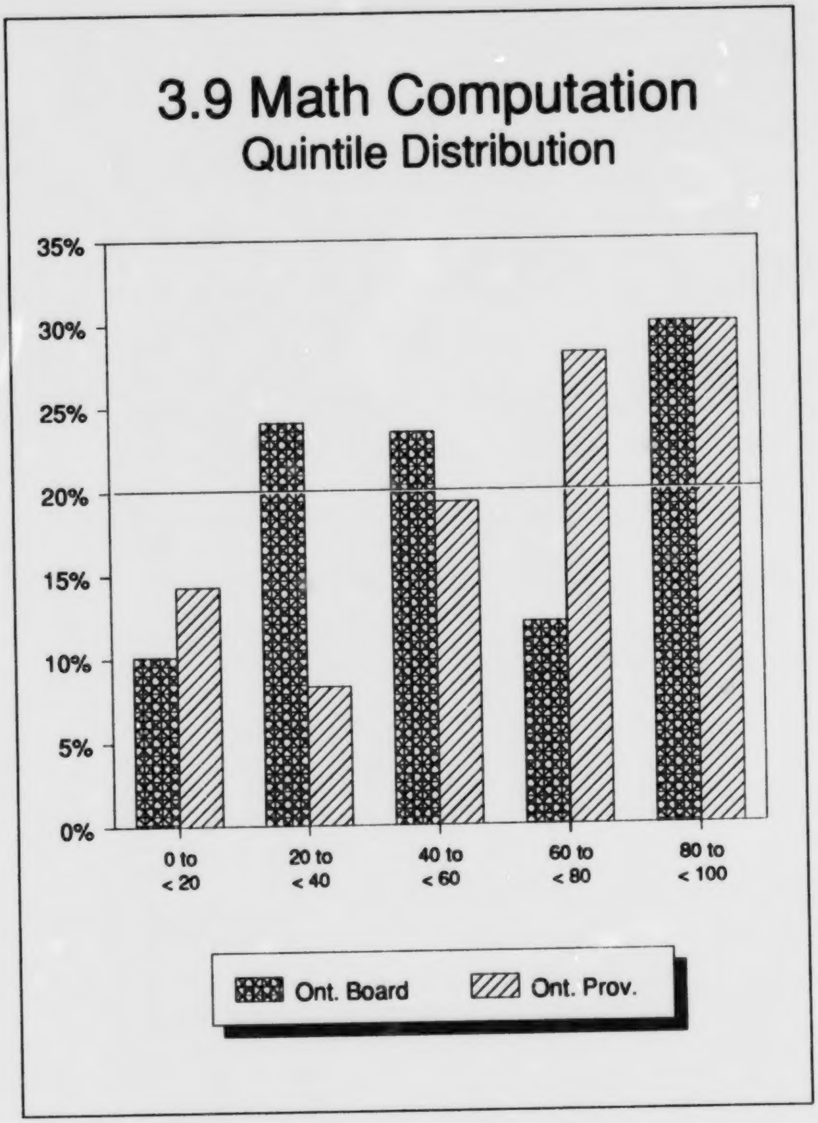


Figure 3.7 would appear to indicate that the median performance of Ontario Deaf students falls consistently between the attainment of their hearing peers and that of deaf Students of a similar age across North America, as measured on the Language subtest of the SATHI.

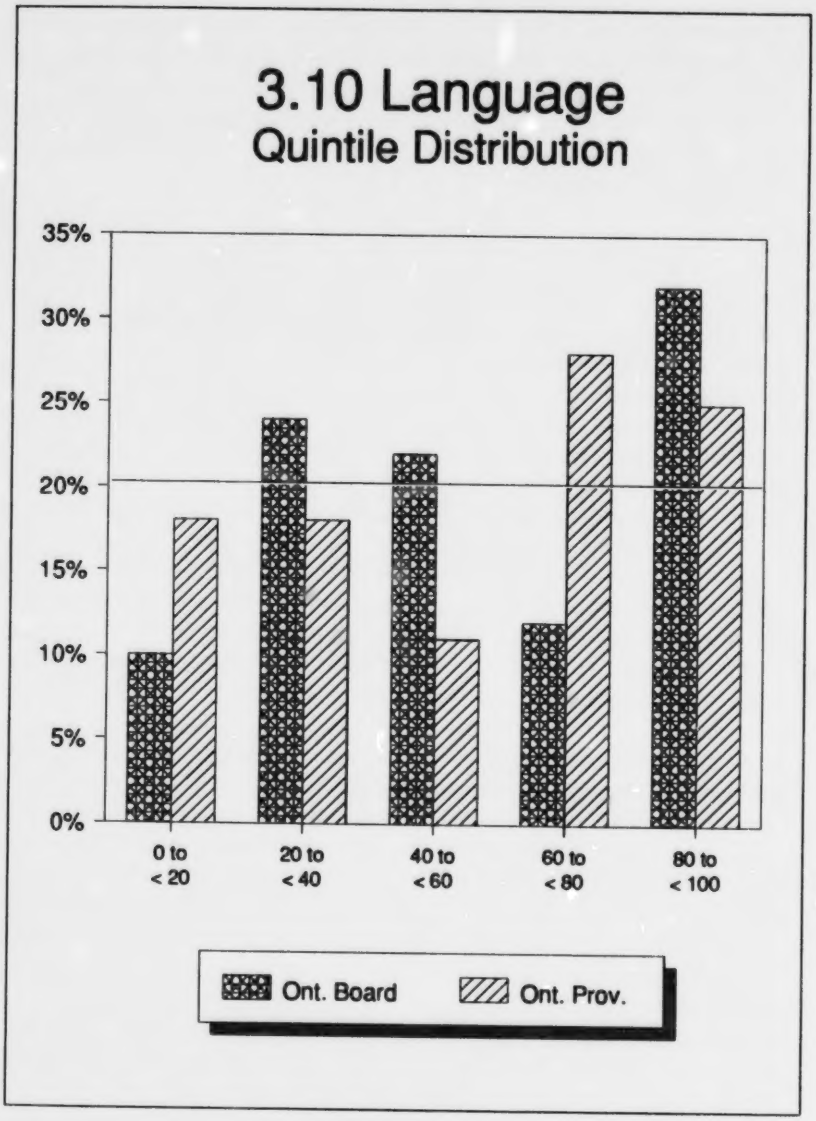


3.8 Reading Comprehension
Quintile Distribution

Theoretically, 20% of the population should fall in each quintile. As shown in **Figure 3.8** Ontario Board Programs appear to be relatively successful in Reading Comprehension with more than one-third of students falling into the top quintile. However, the disproportionate number of students in the 20th to 40th quintile needs to be explored. Ontario Provincial Schools appear to be more generally successful in Reading Comprehension with 63% of the students exceeding the SATHI median for their age in this subtest.



Theoretically, 20% of the population should fall in each quintile. As shown in **Figure 3.9** Ontario Board Programs appear to be relatively successful in Math Computation with a large number of students in the top quintile. A concern to be explored is the small number of students in the 60th to 80th quintile. Ontario Provincial Schools appear to have a relatively successful math program with 68% of students scoring above the SATHI median for their age.



3.10 Language
Quintile Distribution

Theoreticaly, 20% of the population should fall into each quintile. **Figure 3.10** appears to indicate that Ontario Board Programs are relatively successful with the top one third of their students falling in the top quintile. Concerns to be explored would be the lack of students in the 60th to 80th quintile and the disproportionate number of students in the 20th to 40th quintile. Provincial Schools appear to have relatively successful language programs compared to the North American Deaf Students.

Tables 3.8, 3.9, and 3.10 show the distribution of Ontario students, within provincial schools and board programs, by North American percentile rank for their age. It would be expected that a relatively equal distribution should occur. An upward skewing would be expected for programs which have more selective admission criteria.

Conclusions

The foregoing results show three general conclusions that are relevant to the review. First, that deaf students in programs in Ontario achieve in the areas tested at somewhat higher levels, at the median in Language and Reading much higher levels, than do other deaf students in North America. Second, there are only minor differences between the achievement of provincial school and board students in Ontario. Third, Ontario students on average surpass the Grade 4 reading and language level at about age 12, a much higher level of achievement than is attributed to the deaf population in general by the education critics.

Certainly, the achievement levels in these subject areas are not comparable to the general population and thus there is much room for improvement. Ontario students, however, do achieve better than most other deaf populations in North America, particularly in language areas.

In comparing board and provincial school results, there is a remarkable similarity in the percentile and median achievement levels; interesting differences do occur, however, in the quintile distribution of these scores. In all subject areas, language, mathematics and reading, pupils in board programs cluster in the lower and higher percentiles, while provincial school students are more evenly distributed. In other words, large numbers of pupils in board programs tend to do either poorly or well in relation to the general population in the province. This phenomenon may be related to admission criteria or methodology, perhaps an inflexibility in student transfer opportunities between programs and provincial schools when program needs would indicate a change. It is a phenomenon that should be more closely investigated and remediated.

CHAPTER 4

Questionnaire Participants

Background

The purpose of the questionnaires was to determine the views of consumers and service providers groups most closely involved with the deaf education system. These included students, their parents, educators of the deaf, residence counsellors and the board and provincial school administrators.

Students

Participation Rate

Five hundred and seven students took part in th survey, 289 from the provincial schools and 218 from the thirteen boards participating in the review. Based on the total number of questionnaires requested by each jurisdiction, the student response rate was 77%

Gender Distribution

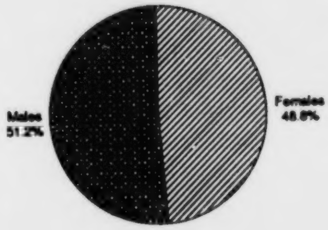
As the **Figure 4.1** indicates, the proportion of male to female respondents was almost even. A slightly higher proportion of males was to be found in the provincial schools (52.2%).

Age and Grade Distribution

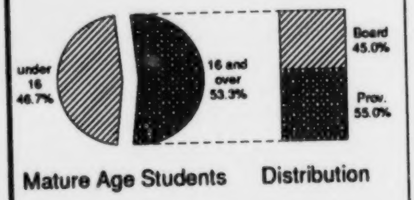
Slightly over half (53.3%) of the respondents were aged sixteen or older and may be classed as belonging to a "mature" age category. **Figure 4.2** indicates the weight in favour of the Provincial Schools in this portion of the sample.

As might be expected from the age distribution, secondary school students outnumbered elementary by just over two to one (348 - 154). **Figure 4.3** gives a breakdown by grade of the secondary level. Up to and including Grade 10, the distribution of students among grades does not vary significantly between the provincial schools and the school boards. However, from Grade 10 onward the proportions shift heavily in favour of the provincial schools, which have over twice as many senior division students (Grades 10 - 12) as do the Boards.

4.1 Gender Distribution



4.2 Age Distribution

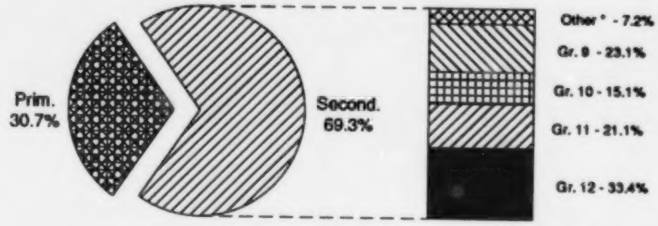


Family Status

Most of the students (61%) indicated that they belonged to families with two or fewer siblings with the largest portion (75.9%) indicating they are the only deaf family member. A small number reported having a deaf or hearing-impaired parent (18.2%) and others at least one deaf or hearing-impaired sibling (14.2%). **Figure 4.4** demonstrates that a higher portion of hearing-impaired parents have children in Provincial Schools.

4.3 Grade Distribution

* A small proportion indicated Grade 13
meaning post-graduate or bridging prgms.

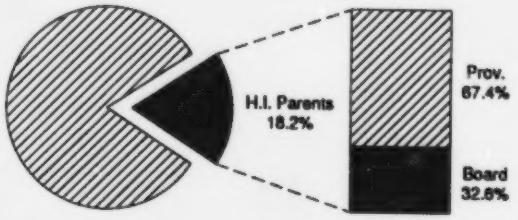


Primary/Secondary Distribution

Secondary School Distribution

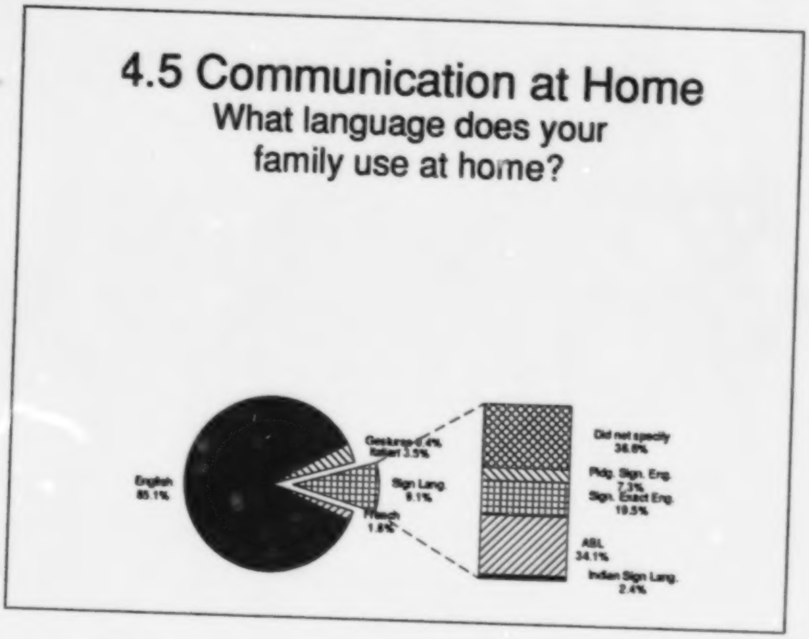
4.4 H.I. Parents

Distribution of Students with Hearing-Impaired Parents



Percentage of Students with Hearing-Impaired Parents

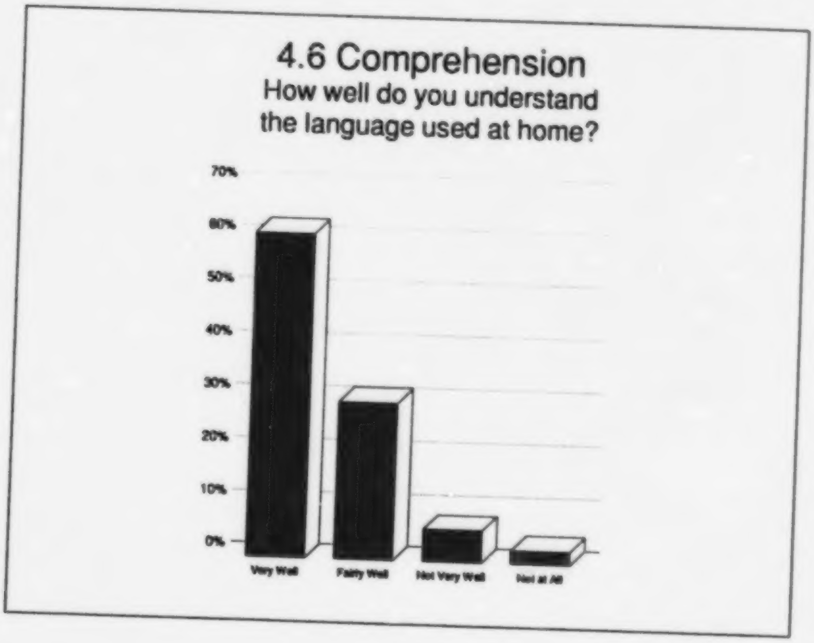
Distribution



4.5 Communication at Home
What language does your family use at home?

Communication Used at Home

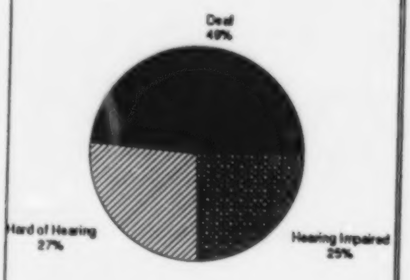
Participants were asked what means of communication their family uses at home and their level of comprehension. **Figure 4.5** breaks down the answers into various spoken languages and provides a separate breakdown of the various sign languages. The school board group reported the largest



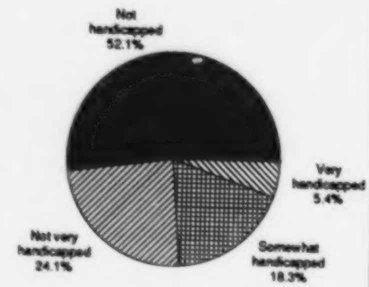
4.6 Comprehension
How well do you understand the language used at home?

number of spoken languages other than English (19%), while the provincial school students reported the largest proportion of sign systems (12.4%). Of the fourteen of the sample who specified American Sign Language as the language used at home, twelve attend provincial schools.

Figure 4.6 indicates the students' perception of their level of comprehension. As might be expected, secondary school students reported understanding the language better than their elementary school counterparts. The percentage reporting very good understanding is slightly higher among the students from school boards (68.8%) than among provincial school students (59.2%).



4.7 Self Description
How do you describe
your hearing loss?

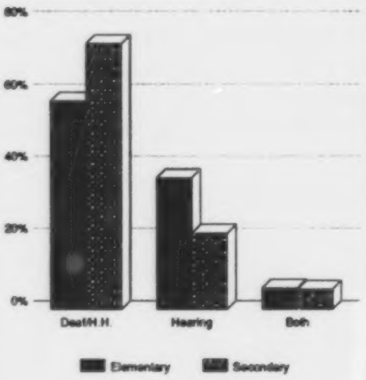


4.8 Self Description 2
How would you
describe yourself?

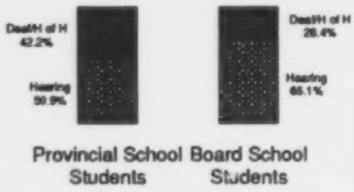
Self Concept

As indicated previously, the questionnaires were distributed only to students with severe or profound hearing losses. They were asked to describe their hearing loss and the results are documented in **Figure 4.7**. The distribution between provincial schools and school boards indicates that over twice as many provincial school students state they are deaf or hard of hearing, while over four times as many school board students describe themselves as hearing impaired. Just over one-half the sample (53.2%) reported hearing loss from birth. The number of these students attending provincial schools (146) is only slightly higher than that of the school boards(127).

Figure 4.8 documents how the students regard their lack of hearing. The percentage who do not think they are at all handicapped is significantly higher among the provincial school group (56.7%) than among the students from school boards (43.6%). However, combining the two categories "not



4.9 Friendships
Are most of your school friends hearing, deaf or hard-of-hearing, or both?



4.10 Friendships
Are most of your out-of-school friends hearing or deaf/hard-of-hearing?

handicapped at all" and "not very handicapped" reveals virtually no difference between the two groups.

Social Contacts

In terms of social contact, the largest group of students (38.7%) indicated they have a lot of close and casual friends, 21.1% reported having a lot of close friends but few casual friends and 24.7% a few close friends and a lot of casual friends. A small number (14.4%) reported few of either category. The percentage distributions are fairly consistent between elementary and secondary school students.

A great majority of the students (87.7%) reported having other deaf or hearing-impaired students in their classroom or school, while thirty-four or 7.1% answered this question negatively. Understandably, the percentage is higher (90%) for provincial schools than for school boards (71.6%). A slightly smaller percentage (82.2%) reported the presence of deaf or hearing-impaired students in their own age group. Once again, the percentage of provincial school students answering positively (90.3%) was higher than that from school boards (71.6). Among the total group, a slightly higher percentage of secondary school students (83.6%) than elementary students (79.2%) answered positively.

Not surprisingly, a much higher proportion of provincial school students (91.7%) than students from school boards (36.2%) reported that most of their school friends are deaf or hard-of-hearing. Over half the students from the school boards (116 or 53.2%) reported a majority of hearing friends.

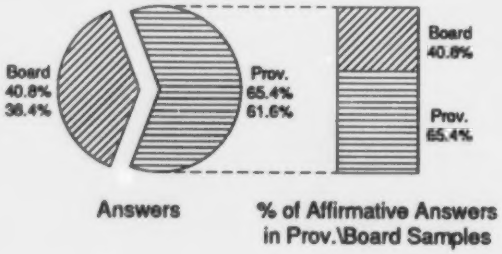
Figure 4.9 shows that students' in-school friends were largely deaf/hearing-impaired and that a higher percentage of secondary students reported having mostly deaf or hearing-impaired friends.

Interestingly, there was almost an even split among students describing themselves as deaf concerning the reported hearing category of their friends, half reporting having mostly deaf or hard-of-hearing friends, and half reporting mostly hearing friends. Among those perceiving themselves to be hard-of-hearing or hearing-impaired, the percentage differences were considerably greater. Two-thirds of both groups reported having mostly deaf or hard-of-hearing friends, while only 28.4% of the first and 23.6% of the second reported having mostly hearing friends. **Figure 4.10** indicates that the same trend emerged when comparing the provincial school and school board groups.

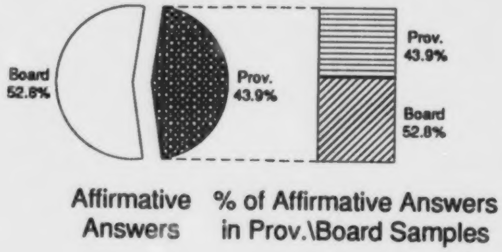
Students were asked whether they met with deaf or hearing-impaired adults other than their parents or siblings (**Figure 4.11**). There were no significant differences between elementary and secondary school students, although it is interesting to note that almost all (12 of 13) of students indicating that they did not want to meet deaf or hearing-impaired adults were secondary students, and that most of these (11) were males. A higher proportion of provincial school students than school boards answered this question affirmatively. Of those who said they meet with deaf adults, just over half (52.2%) reported that they meet them at school or in residence. This percentage is influenced by the provincial school group, where the percentage in this category is 57.7%.

4.11 Adults Contact 1

Do you meet with deaf/H.I. adults
other than parents/siblings?

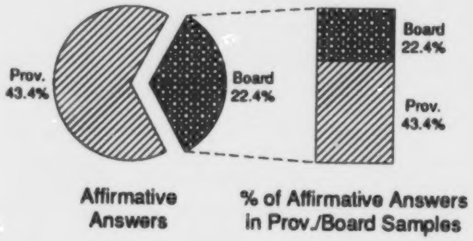


4.12 Adult Contact 2
Do you meet with deaf/H.I.
adults at clubs/organizations?



A larger percentage of the school board group reported meeting deaf and hearing-impaired adults at organizations or clubs for the deaf and/or hearing-impaired (**Figure 4.12**). On the other hand, as **Figure 4.13** shows, the provincial school students reported a meeting deaf adults at home or with family and friends more often. There were no differences among elementary and secondary school students. However, the gender distribution re-

4.13 Adult Contact 3
Do you meet with deaf/H.I. adults
at home/with family or friends?



vealed a higher proportion of females (57.4%) than males (47.1%) reporting contact with deaf and hearing-impaired adults at school or in residence, while a higher proportion of males (52.9%) than females (40.4%) reported meeting deaf adults at organizations or clubs for the deaf or hearing-impaired. Other locations reported included church, shopping malls, and recreation camps.

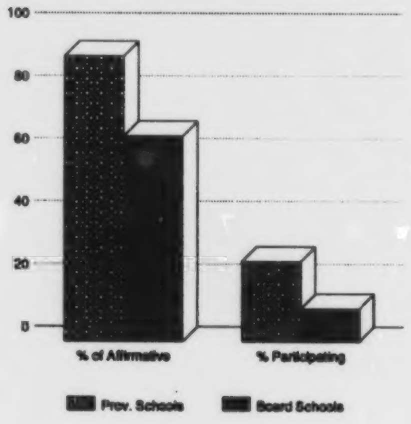
School / Extracurricular Participation

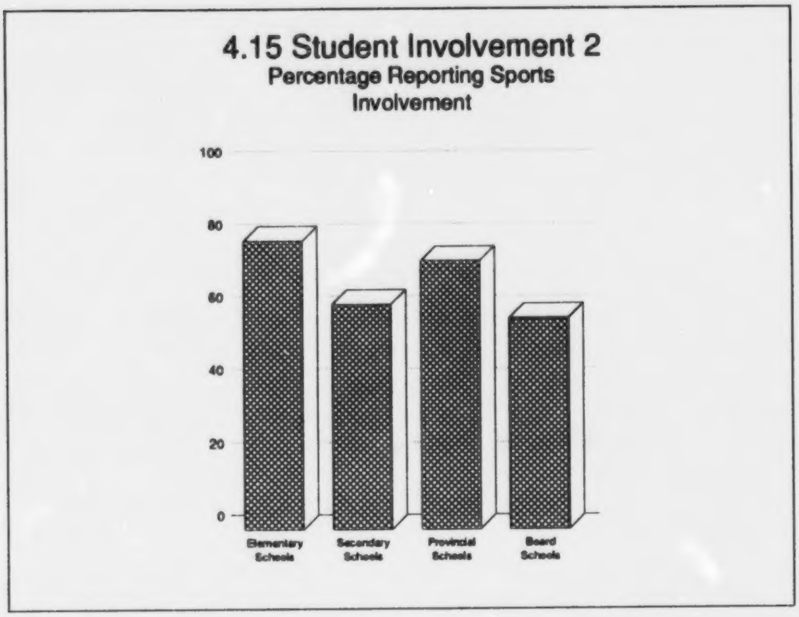
Just over half (52.9%) felt they were very well informed of their schools' activities, while another 39.3% felt they were fairly well informed. There were no differences among elementary and secondary students or among males and females, nor was there any real difference between the provincial school and school board groups.

While 80.1% of the students reported that their school has a student parliament or student council, only 20.2% indicated they are involved in this activity. A smaller number (10.6%) indicated they do not wish to be involved. **Figure 4.14** compares Provincial and Board Schools on this question and demonstrates a higher awareness and participation in the provincial schools. 82.9% of all participants reported being either satisfied or very satisfied with their student council involvement.

While nearly everyone (93.7%) indicated that their school has sports teams, only 67.2% reported involvement on these teams and some (5.1%) said they did not wish to be involved. **Figure 4.15** shows that the participation rate

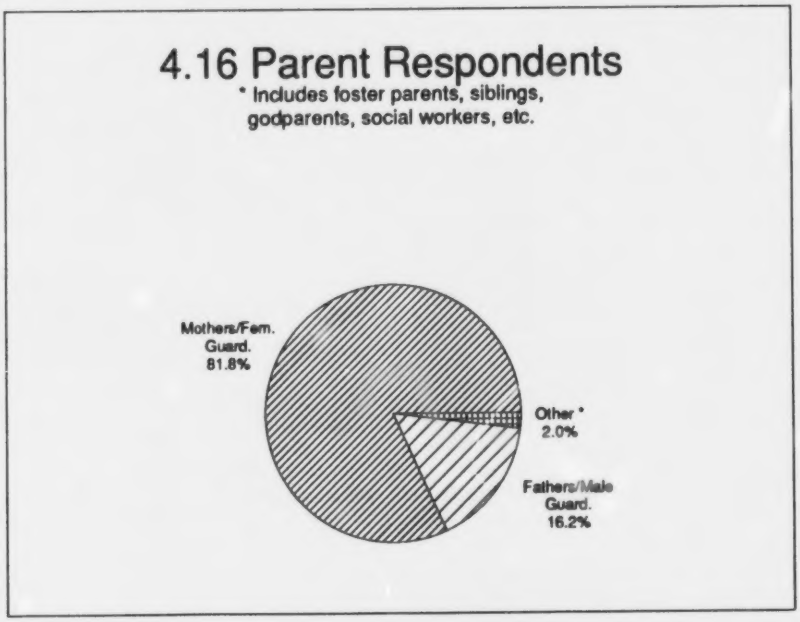
4.14 Student Involvement
Do you have a Student Council?/
Do you participate in it?





4.15 Student Involvement 2
Percentage Reporting Sports Involvement

was much higher among elementary than secondary students, and was somewhat higher among provincial school students than among the school board group. Just over half the participants (54.2%) said they are very satisfied with their involvement, while another 34.8% reported satisfaction. Satisfaction rates were fairly even between elementary and secondary school students, although a much higher proportion of elementary students (66.1%) than secondary students (47.3%) reported they are very satisfied.



4.16 Parent Respondents
* Includes foster parents, siblings, godparents, social workers, etc.

While more school board (64.9%) than provincial school students (48.3%) reported a high level of satisfaction, the two groups are constant in the overall number of students expressing satisfaction with their involvement.

Most (88.6%) of the students said their school program has clubs or activities. They reported involvement in a wide range of sports and recreational activities, with participation rates distributed fairly constantly among them. A majority (59%) of the students said they participated in out-of-school activities, and once again listed a wide variety of sports and recreational pursuits. A higher proportion of school board students (65.6%) than provincial school students (54%) reported participating in these activities, probably because so many of the latter either live at the schools or commute extensively.

Only 21.7% of the students surveyed reported that their communication problems prevented them from participating in extracurricular activities. There was no difference between provincial school and school board students in this area. Of the 111 students who answered yes to this question, thirty-nine or 35.1% explained that they could not communicate with hearing people. The remaining explanations either had too few students to provide a meaningful analysis or seemed to have little to do with communication problems. It is interesting to note that only ten students reported that they preferred to join organizations exclusively for deaf people.

Parents

Participation Rate

Six hundred and eighty-eight parents/guardians responded to this survey. Based on the 1,375 questionnaires requested, their participation rate was 50%. **Figure 4.16** provides a breakdown of this sample, showing that most of the respondents were mothers or female guardians.

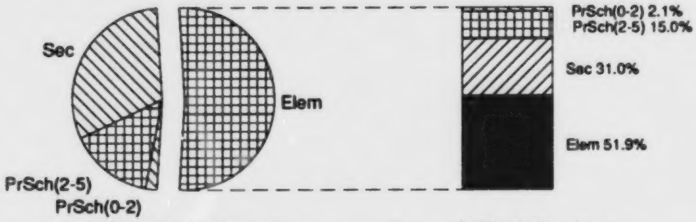
School/Program Placement

Figure 4.17 provides a breakdown of student placement according to responding parents. The number of students are distributed fairly evenly among the elementary grades, with the largest single group (15.5%) being in Grade 5. The numbers were too small to establish any significant trends in grade distribution between the provincial schools and the school boards. Of those parents reporting children at the secondary level, the largest single group (28%) reported children in Grade 12. Once again, the numbers are too small to establish significant differences between the provincial schools and the school boards.

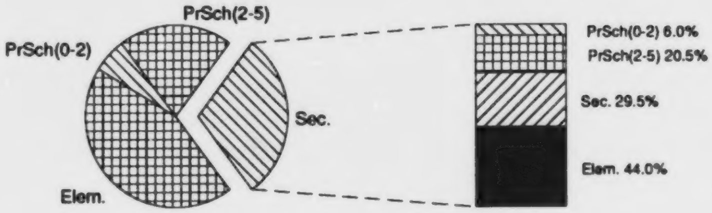
Just under half the parents (46.7%) reported that their child's program arrangement consists of segregated classes within their board or provincial

4.17 School/Program Placement

Children of Responding Parents



% in Board Schools Level Distribution



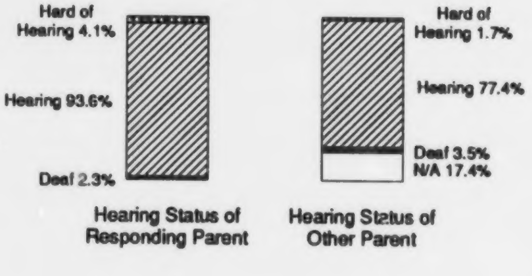
% in Prov. Schools Level Distribution

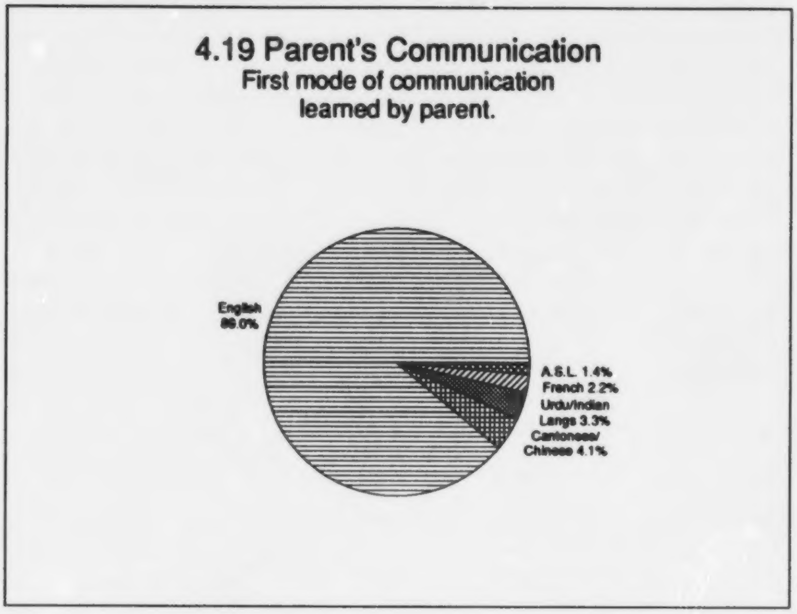
school. Another 13.1% reported partial integration with support services, 21.9% reported full integration with support services, and thirteen or 1.9% reported full integration without support services. There were a variety of responses (48 or 7.0%) in the "other" category. Half these responses specified "home visiting" as the program arrangement, seven said their child attends a program outside their board, six have children in pre-school or day care programs, four have a child in a special education or gifted program and the remainder have children in private schools or childrens' rehabilitation centres. A higher proportion of parents with children in the provincial schools (61.9%) reported programs involving segregated classes than did the school board group (32.8%). Of this latter group, 20.6% reported partial integration with support services, and 34.4% reported full integration with support services.

Parents' Hearing Status

The hearing status of responding parents is detailed in **Figure 4.18**. It should be noted that, unlike the student questionnaire where those surveyed all had severe or profound hearing loss according to an established standard, there is no reliable measurement for assessing the hearing status of the parents in this survey.

4.18 Parent's Hearing

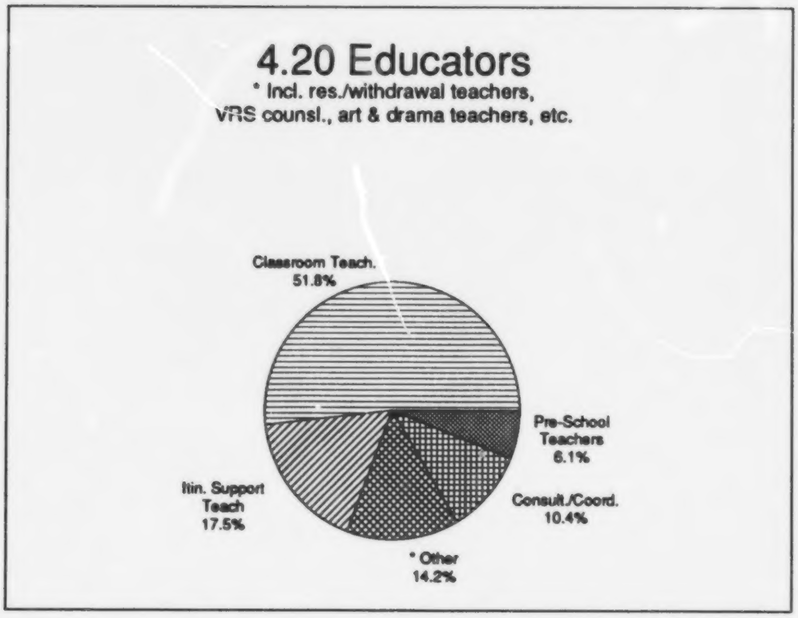




4.19 Parent's Communication
First mode of communication
learned by parent.

First Language

Figure 4.19 shows the distribution of parents' first language in which English is predominant. The provincial school group reported a somewhat higher incidence (85.1%) than the school board group (71.4%), probably because of the concentration of ethnic minorities in large school board areas in metropolitan Toronto.

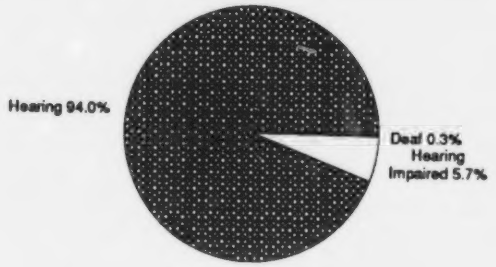


4.20 Educators
* Incl. res./withdrawal teachers,
VRS counsl., art & drama teachers, etc.

Educators

Participation Rate

Three hundred educators of the deaf took part in the survey, 156 from provincial schools and 144 from school boards. Based on the number of questionnaires requested, the participation rate was 86.2%. The rate among provincial school educators was 91.7%, while that of the school board group was 85.7%.



4.21 Educator's Hearing
How do you describe
your hearing loss?

A breakdown of this group into responsibilities is provided in **Figure 4.20**. All the itinerant support teachers belonged to the school board group and the proportion of classroom teachers in the provincial schools (64.7%) was higher than that of the school board group (36.8%).

Hearing Status

The hearing status of responding educators is provided in **Figure 4.21**. Nine of the fifteen hearing-impaired educators and one of the two deaf educators belong to the provincial school group. Ten of the hearing-impaired educators and both deaf educators reported themselves to be classroom teachers. The remaining hearing-impaired educators included two pre-school teachers, one support teacher, one resource withdrawal teacher and one consultant.

Programs

Participation Rate

All sixteen program administrations taking part in this review responded to the questionnaire. All jurisdictions have elementary school programs, fourteen have secondary school programs, thirteen have nursery programs (2-5) and five have pre-school home-visiting (0-2) programs.

Enrolments

Of the five preschool home-visiting programs, three, all provincial school programs, had enrolments of fifty or more. Of the eight nursery programs with segregated classes for deaf/hard-of-hearing pupils, five reported enrolments of five or fewer, while one, a school board program, reported an enrolment of 21-25. Three out of four jurisdictions reporting partially integrated nursery school placements with support services have enrolments of fifteen or fewer. One of these programs, from the school board group, reported an enrolment of over fifty. Seven jurisdictions reported preschool placements involving full integration with support services.

Nine jurisdictions reported elementary level placements in segregated classes for the deaf/hard-of-hearing. Of these, five reported enrolments of less than twenty, and four, the three provincial schools and one from the school board group, reported enrolments of over fifty. Five jurisdictions reported elementary level placements involving partial integration with support services, while eleven reported placements involving full integration with support services. Enrolments in the partially integrated placements ranged from six to forty-five while nine of those with fully integrated placements reported enrolments of less than ten.

Five jurisdictions, three provincial schools and two from the school board group, reported secondary level placements involving segregated classes for the deaf/hearing-impaired. Of these, three jurisdictions (two provincial schools and one board program) reported secondary enrolments of over fifty. Five jurisdictions reported secondary level placements involving partial integration with support services, while twelve reported placements involving full integration with support services. Enrolments in the former ranged from one to thirty, while those of the latter ranged from one to thirty-five.

Residence Counsellors

All sixty-five of the residence counsellors from the three provincial schools responded to this questionnaire. They included five residence co-ordinators, thirteen people classified as "residence counsellors 111", forty-five residence counsellors, one upnight counsellor, and one of unknown status. Fifty-six of the residence counsellors are hearing, eight indicated they are deaf, and one reported being hard-of-hearing.

All but one of the residence counsellors reported on their educational qualifications. The largest proportion (23) reported having a community college diploma while eleven reported having a university degree. Another fifteen indicated they have some college or university training, four reported Grade 13 graduation and eleven reported Grade 12. Twelve of the residence counsellors have a Child Care Workers Certificate, seven have a Specialists Certificate of the Deaf, and four an Ontario Teachers Certificate. Fifty-nine of the counsellors have a Ministry of Education Residence Counsellors Certificate. Six counsellors reported having taken a community college program in deaf studies, while four report having taken university courses in deaf studies/education.

CHAPTER 5

Identification, Placement and Review

The Education Act states that every board has the duty "to provide or enter into an agreement with another board to provide, in accordance with the regulations, special education programs and special education services for its exceptional pupils." It is further stated that "an exceptional pupil means a pupil whose behavioral, communicational, intellectual, physical or multiple exceptionalities are such that he is considered to need placement in a special education program by a committee established by the board." [1]

Further guidelines on special education programs and services are found in Regulation 274 and Regulation 554/81, which state that boards with special education programs shall establish Special Education Identification, Placement and Review Committees (IPRCs) with the purposes of identifying exceptional pupils and determining and reviewing placements of these pupils. An IPRC meeting may be requested by a principal upon written notification to the parent, or the principal shall refer a pupil to an IPRC when the parent requests it in writing. Parents are to be advised in writing of all reviews, notices and discussions of IPRC meetings.

Regulation 554/81 specifies that "the committee shall obtain and consider an educational assessment" and "where the committee determines that a health assessment or a psychological assessment or both of the pupil are required to enable the committee to make a correct identification or determination in respect of the pupil and with written permission of the parent, shall obtain and consider a health assessment... and a psychological assessment...." An education assessment is also considered necessary for subsequent review meetings.

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[1] Education Act, Section 149.

Determination of pupil placement is based on the assessments, parental interview and discussions at the IPRC meeting. The parent then signs a written consent for the placement. After the meeting a written statement is sent to the parent and the referring principal outlining the identification of the pupil, the recommendation for placement and the date on which the board will be notified of the IPRC deliberations.

After the initial IPRC, the board is required to review the pupil's placement at least once every twelve months. The regulations also indicate that the board may establish additional procedures for the committee and should produce a parent guide explaining the regulations and the additional procedures.

IPRC Procedures for Hearing-Impaired Students

Because of the low incidence of hearing impairment among Ontario's students, not every jurisdiction had expertise in the field of deafness. Therefore, the Ministry of Education initiated resource services to boards in 1983. Through workshops and consultations the Ministry endeavored to establish guidelines for hearing-impaired students and the IPRC process. The following information is among the important guidelines given to boards upon request.

It has been recognized that the most common identification for hearing-impaired students, as determined by an IPRC meeting, would be exceptional under the communicational definition. Caution should enter the process in the area of assessments. Educational assessments for example, are often inappropriate for several reasons. First, assessment materials are usually only standardized on the hearing population. Second, the student's communication skills may not be understood by the tester. Third, the tester may not have the necessary background to understand the limitations of the test or the student. Finally, the hearing loss itself causes a verbal deficit thus making any testing involving language suspect.

In terms of psychological testing it is even more crucial that a qualified psychologist with a background in hearing impairment interprets the results for the IPRC. It is most often inappropriate to use verbal IQ tests, for example, with deaf children.

For medical or health assessments, it is most appropriate to have an accompanying audiogram. It is then the responsibility of the IPRC to have this information and its implications presented by a qualified person so that an accurate determination can be made.

In the education of deaf students there is much controversy regarding the most appropriate communication and teaching methods. To make recommendations for placement, the committee must be aware of all the options.

From the data collected on the question of the IPRC process, the practices outlined in **Figure 5.1** were reported to be in place in programs for hearing-impaired students in Ontario.

5.1 Frequency of Reviews as Reported by Program Administrators

	Boards (13)			**Prov. Schools (3)**		
No. of Programs	**Presch (2-5) (10)**	**Elem (13)**	**Sec (11)**	**Presch (2-5) (3)**	**Elem (3)**	**Sec (3)**
N.A.	1(10%)	1(8%)	1(9%)	1(33%)	---	---
Less than Once /yr.	---	---	---	---	1(33%)	---
Once a yr	8(80%)	11(85%)	7(64%)	---	1(33%)	2(67%)
More than Once a yr.	1(10%)	1(8%)	3(27%)	2(67%)	1(33%)	1(33%)
D.N.S.	---	---	---	---	---	---

In the majority of programs across the Province, hearing-impaired students are reviewed at least once a year at the preschool (2-5), elementary and secondary levels (range was from 66% to 100%). At the early preschool level the tendency is to review the students more than once a year.

As seen in **Figure 5.2**, a very high percentage of the programs reported using an educational assessment and a current audiogram (94%). Achievement Tests and a social development evaluation were the next most frequently reported assessments (69%). Other assessments and reports were stated as being included by the majority of programs, at least sometimes. Sign language skills evaluation was the one assessment that was either not reported or rarely included by all programs. The majority of parents from all programs (79%) felt that appropriate information was presented at the IPRC or Review Meeting.

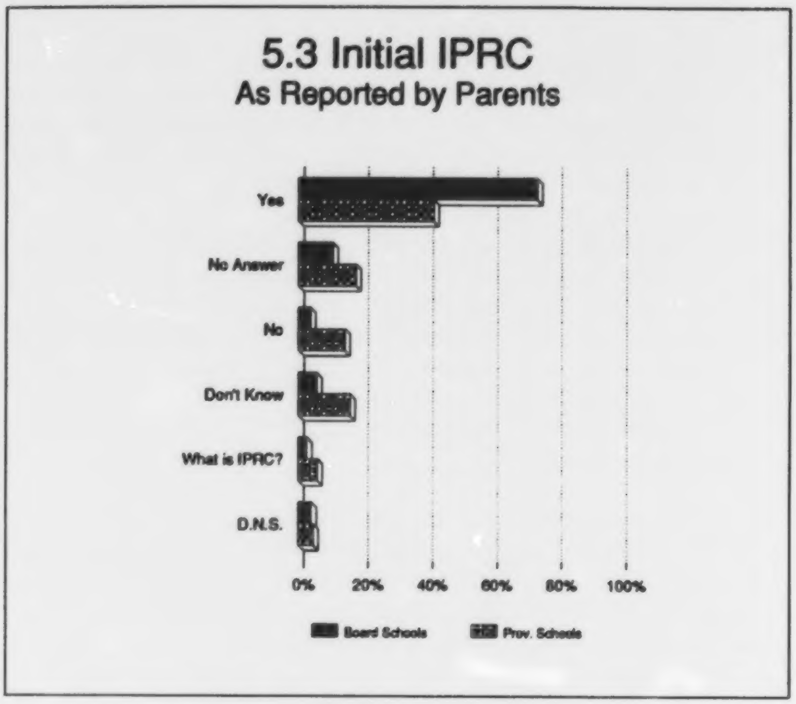
5.2 Assessments Reported as Usually or Sometimes Included at IPRC/Review by Program Administrators

Type of Asst/Report	Boards (13)		Prov. Schools (3)		All (16)	
	Usually	Sometimes	Usually	Sometimes	Usually	Sometimes
Educational	12(92%)	1(8%)	3(100%)	0	15(94%)	1(6%)
Audiogram	13(100%)	0	2(67%)	1(33%)	15(94%)	1(6%)
Achievement	10(77%)	3(23%)	1(33%)	2(67%)	11(69%)	5(31%)
Social Dev.	10(77%)	1(8%)	1(33%)	2(67%)	11(69%)	3(19%)
Language	8(62%)	4(31%)	1(33%)	2(67%)	9(56%)	6(38%)
Consultant	7(54%)	5(39%)	2(67%)	1(33%)	9(56%)	6(38%)
Speech	8(62%)	5(39%)	0	3(100%)	8(50%)	8(50%)
Medical	4(31%)	8(62%)	1(33%)	2(67%)	5(31%)	10(63%)
Psychological	2(15%)	7(54%)	2(67%)	1(33%)	4(25%)	8(50%)
Sign Skills	1(8%)	3(23%)	0	0	1(6%)	3(19%)

Parental Involvement

Parental involvement in IPRC/Review meetings was rated as very high by the program administrators. A large majority indicated that parents' wishes are usually included (94%) and in board programs it was reported that parents usually attend (75%). In provincial schools, the parent attendance was rated as sometimes to infrequent.

From the parent questionnaires (see **Figure 5.3**), 59% indicated that an initial IPRC was held, and of that group 95% reported being invited and 85% reported actually attending. In taking a closer look at the 59%, the difference between board programs and Ministry schools is significant (74%-42%). This reflects the current practice within the provincial schools of not having official IPRC meetings, since admission to the provincial schools is usually initiated by the recommendation of a board IPRC. The number of **don't know** and **no response** answers (19%), may indicate parents' difficulty in understanding the questionnaire or unfamiliarity with the terminology of IPRC.



5.3 Initial IPRC
As Reported by Parents

The largest number of parents (49%) reported that the main reason for not attending the IPRC or Review was a time related one. Another 22% did not give a reason for their absence. Distance may play a role in parental involvement in provincial school reviews, especially for parents from northern Ontario. Board conducted annual reviews might help to address this problem.

Placement Options

In examining the parent questionnaire data regarding information they received about placement options, the percentage of those **don't remember** or **did not state** responses is high (25% to 41%). Of those who remembered, the highest percentage indicated a positive response to being informed. However, a significant number of parents at the provincial schools reported not being informed about the options of full integration with support services and services from another board.

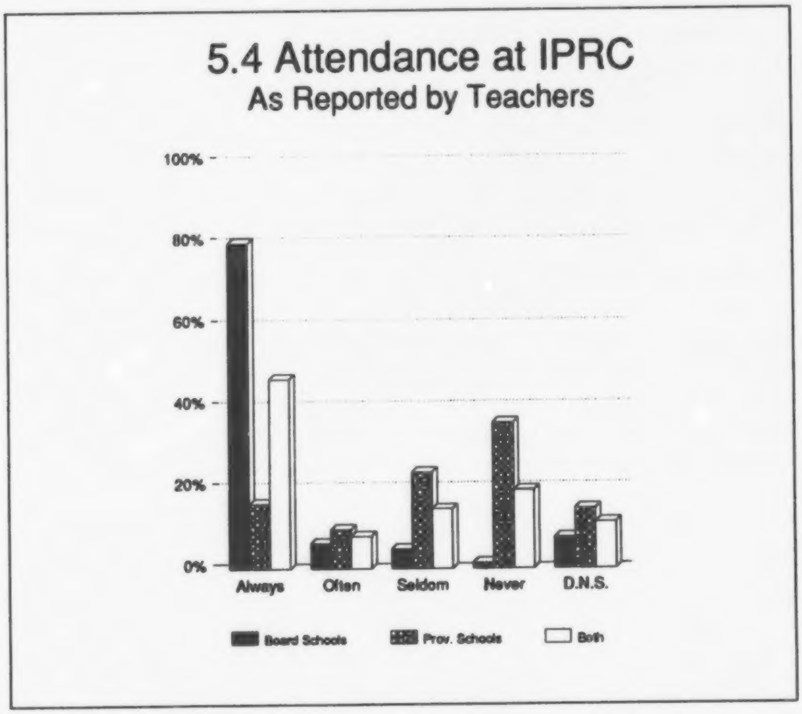
The majority of parents (74%) indicated being satisfied with the process, and 69% responded that they felt they were a full participant in the placement decision.

Persons Attending the IPRC/Review

From the parent questionnaires the majority indicated that they attended the IPRC/Review. In the educator questionnaires the majority of teachers in board programs (86%) indicated they often or always attend IPRC meetings, while only 26% of the teachers from provincial schools indicated they often or always attend IPRC meetings (**Figure 5.4**).

Program administrators and parents were asked if a deaf person with expertise in deafness attended the IPRC. In all programs, the majority of administrators indicated that it was not at all or not very likely. Parents' answers were more evenly split between the yes and no responses, with the no response still being the majority. When parents were asked if they felt a hearing-impaired person should have attended the IPRC, there was a very close division between the Yes response and that indicating that it made no difference (42% versus 39%).

In the program administrator questionnaire there was not a clear majority in the responses to the question about hearing-impaired pupils over eighteen attending the IPRC/Program Review Meeting. It was evident that this is not a common practice in all programs. When asked what kind of interpreter would be provided if a hearing-impaired person were in attendance, the majority of programs indicated that either a staff person or an interpreter from an external agency would be provided. The external agencies most often used for this purpose were the Canadian Hearing Society, Ontario Interpreting Services, or freelance interpreters.



5.4 Attendance at IPRC
As Reported by Teachers

Chapter 6

Preschool and Parent Services

Preschool

Background

Preschool home visiting services for deaf and hard-of-hearing children began at the Ontario School for the Deaf, Belleville (now The Sir James Whitney School) in 1964. The program, initiated for just two children, has grown across the province to a point where each of the three provincial schools is expected to serve as many as sixty to seventy preschoolers, and their families, as of December, 1989.

The other major contributor to preschool and early education in the province has been the programs and services sponsored by VOICE, an organization of auditory verbal parents and supporters, who have maintained and expanded clinic services at three hospital centres and more recently an itinerant service in more remote areas of the province. VOICE programs are not publicly funded and generally support the full integration of children in regular school programs.

The major difficulty faced in the delivery of these services, is the large geographical area which must be covered, especially by The Sir James Whitney School, which is responsible for all of northern and eastern Ontario. Resource staff must constantly contend with sparse populations over vast areas, northern winters, difficult travel conditions and other problems. Services to the north continued to present a challenge in the late 70's and early 80's, when, two teachers were stationed in the north in areas closest to the main population of preschool children being served. However, winter travel and long distances resulted in most families receiving only occasional visits. As well, northern staff turnover and burnout were continual problems because of isolation.

In 1983, a new concept of service to the north began at The Sir James Whitney School, using parent advisors, and based on the "Ski-Hi" concept.[1] At the Robarts and E. C. Drury Schools, as well as in the southern part of The Sir James Whitney catchment area, the main service being offered was through home visiting teachers based at the provincial schools.

Training and support for parent advisors hired under the Ski-Hi Project involve three full days of training once or twice a year at the Sir James Whitney Schools as well as ongoing supervision and support by the school's home visiting teachers. Home visiting teachers also visit the north every four to six weeks and remain in contact by means of regular telephone conversations.

While the Ski-Hi Project is particularly appropriate to the catchment areas served by the Sir James Whitney School, materials and curriculum etc. are also used by the home visiting teachers at Robarts and E. C. Drury schools.

Family services were provided by social workers, administrative personnel and other staff on an ad hoc basis. Frequently, these contacts were not particularly positive in nature, focusing on problems at school or in residence. In 1983, this position of the Parent and Family Services Consultant was created to ensure access by parents and family members to all services available through the provincial schools. Parents have access to programming issues, in school and residence, through many avenues including guidance departments, social workers, and Vocational Rehabilitation Services (VRS) workers, who are also employees of the provincial schools. The people in these latter positions see their roles as brokers of services, co-ordinating student and family needs, postsecondary programs, community services, and the efforts of the schools. Those services are explained to parents through letters and home visits.

Services

The services of the preschool home visiting program and the Parent and Family Services Consultant are closely related and include:

- provision of regular visits to homes of preschool hearing-impaired children from diagnosis of hearing loss to school age. The range of hearing loss includes children who have moderate to profound losses;
- liaison with other agencies working with the family;

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[1] A home intervention program for sensory impaired children developed at the Department of Communication Disorders, Utah State University.

- support and direction to staff groups in nursery schools, day care centres, junior and senior kindergartens across the province;
- provision of counselling to parents in all aspects of the child's development and the stages of acceptance of the child's deafness;
- assistance to ensure parents that routine assessment procedures are carried out immediately following referral;
- ongoing diagnostic teaching and regular assessment of progress in areas including language and communication, social and emotional development, parent/child interaction and parent effectiveness;
- recommendations regarding the needs of children to facilitate entry into appropriate programs;
- support to parents and families by means of sign language classes. It should be noted that, in isolated communities, this is often provided by means of sign language tapes;
- provision of support to parents by establishment of parents' groups and annual parents' courses of various durations, held at the schools;
- a variety of ongoing workshops, made available at no cost to parents and family members; and
- regular communication through newsletters and correspondence.

Questionnaire Responses

Program

Preschool Home Visiting

Within board schools, one program indicated a home visiting program for one to five students, one a program for six to ten students, one a program for twenty-six to thirty students. All three provincial schools indicated fifty or more students enrolled in each of their home visiting programs.

Segregated Classes (2-5)

Within board programs, four respondents indicated programs for one to five preschoolers, one program indicated that they had six to ten, and one indicated that they had twenty-one to twenty-five students. Within provincial schools, one program indicated one to five students in attendance, one said that eleven to fifteen students were provided for in this way, and one did not respond.

Partial Integration with Support Services

Within school boards, two programs reported eleven to fifteen students at the preschool level while one reported fifty or more. In provincial schools, one program reported six to ten pupils in this category.

Full Integration with Support Services

In school boards, four programs indicated provision for one to five students, while one had six to ten students, and one had fifty or more. In provincial schools, one program indicated provision for eleven to fifteen students in this category.

Service Providers (0 to 2 Years)

Within school boards, two programs reported that the board itself provided the service, while no programs indicated the intervention of provincial schools. Two programs reported the use of hospital/clinic services, while one said that the itinerant VOICE program was used and one used other professionals. Two of the provincial schools reported the provision of such services for children in this age group, while one said that it provides jointly with boards, and one said that hospital/clinic services are extensively used. One school reported the use of other professionals.

Service Providers (2 to 5 Years)

Two school boards reported providing their own services while four said that they received services from provincial schools and one indicated the provision of joint services. Six programs reported the use of hospital/clinic services, two used itinerant VOICE programs and three used other professionals. All three provincial schools reported the provision of these services while one, again, said that the board and provincial school provided jointly, one reported the use of hospital/clinic services, and one used other professionals.

Types of Service (0 to 2 Years)

There was a narrower range of services available for younger than for older preschool children. Two board programs reported providing home visiting, one uses a nursery school hearing-impaired class, while two reported the use of a regular nursery school with support services. One program indicated the use of a kindergarten for the hearing impaired while one used a regular kindergarten with support and two others reported using hospital and clinics.

Types of Service (2 to 5 Years)

Both boards and provincial schools report a broader range of services. Six boards report home visiting programs while five provide nursery programs for the hearing impaired. Six use regular nursery schools with support; kindergartens for the hearing impaired are used along with eight regular kindergartens with support services, and six programs also used hospitals and clinics. All three provincial schools report home visiting programs, nurseries for the hearing impaired, and regular nurseries with support. Two provincial schools report the provision of kindergartens for the hearing impaired while one uses a regular kindergarten with support and one uses hospitals and clinic sessions.

Within board programs, because of the lack of programs available for children aged 0 to 2, only two boards responded, while ten responded with regard to their programs for children aged 2 to 5. Within provincial schools, all three programs responded as reported earlier. The data is detailed in **Figure 6.2**.

It appears that, within provincial schools, Signed English and Signing Exact English along with the Oral or Auditory/Verbal approach are the dominant modes. Within board schools, Signed English appears to be the preferred sign system over Signing Exact English, ASL and Cued Speech. Oral and Auditory/Verbal approaches in other schools are the predominant mode of communication.

Figure 6.2 **Modes of Communication**

	Provincial Schools		Board Schools		Total
	0-2	2-5	0-2	2-5	0-5
Oral	3	2	2	8	15
Signing Exact English	0	1	0	2	3
Auditory/Verbal	1	1	1	9	12
Cued Speech	0	0	0	2	2
Signed English	2	2	2	6	12

Components of the Preschool Support Services

The types of services reported by boards range from parent guidance and communication training, to consultations with professionals, support from other groups, and liaison with deaf adults. Eight of ten boards responding to this question reported that they provided parent guidance services and parent communication training, while six provided consultations with audiologists and social workers, seven with psychologists. Three boards reported receiving parent guidance and parent communication training services from provincial schools, one indicated that provincial schools provide consultation with audiologists, three receive consultation with psychologists and two consultation with social workers from this source.

Admission Criteria

The two board programs that provide service for age 0 to 2 both indicate that diagnosed hearing loss is their criterion of admission. Moving to the 2 to 5 age range, seven boards reported that diagnosed hearing loss is used while two said that placement was made on an individual basis with parental/guardian consent. One spoke of an IPRC and one program reported that the placement was made through consultation with social workers, educational co-ordinators and parents.

The three provincial schools indicated that diagnosed hearing loss is a criterion while one indicated that placement is made on an individual basis with parental/guardian consent. One school reported that placement was made through consultation with a social worker, educational co-ordinator and parents.

Source of Services Received (0 to 2 Years)

Across the sample, it appears that hospital/clinic services were much better accessed than either services from provincial schools (ranked second) or services offered by boards and/or other professionals. Among the parent respondents, there was a small number of deaf parents so the hearing status of parents does not appear to be a significant factor in the data analysis.

Source of Services Received (2 to 5 Years)

For this age group, the number of services provided by boards and provincial schools shows a marked increase while services through hospitals and clinics continue to be well used. Respondents from within school board jurisdictions reported a high level of hospital and clinic services while parents within provincial school jurisdictions reported a decrease in the services available from those areas, while services through the provincial schools themselves increased. Across the sample it would appear that more programs were accessed through boards in this age group with services from hospitals and clinics ranking second and those from provincial schools ranking third.

Type of Services Received (0 to 2 Years)

Respondents from the school board group indicated that there was almost an equal split between the use of therapy sessions and home visiting sessions. Within provincial schools, the use of home visiting sessions is considerably higher. Across all programs in the sample, home visiting ranked first with therapy second and nursery/kindergarten third.

Type of Services Received (2 to 5 Years)

Within board programs, most services are provided through the use of kindergarten and nursery classes. Therapy sessions still rank second while home visiting programs third. In provincial schools, home visiting sessions continue to be the most frequent type of intervention while enrollment in nursery and kindergarten programs is second, with therapy sessions falling off to a distant third.

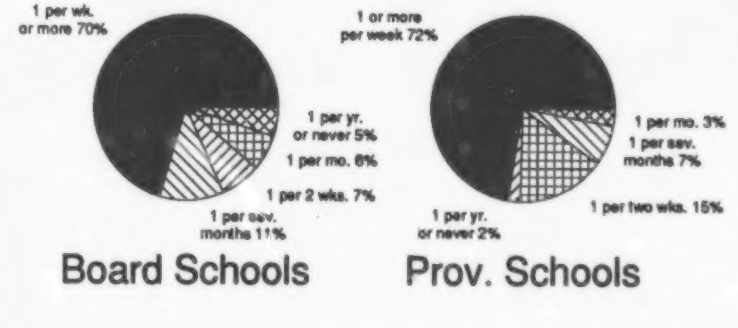
Across the sample, most preschoolers in the 2-5 age bracket are being served by kindergartens and nurseries, with home visiting programs ranking second and therapy sessions third.

Within boards, there were 279 respondents, of whom 144 said that they received assistance with socialization skills while 255 reported services with respect to the fitting and use of hearing aids. Within provincial schools, 156 of 278 respondents, reported assistance in the area of social skills while 233 reported help in the development of language skills.

Frequency of Home Visits/ Therapy Sessions

The frequency of home visits and/or therapy sessions as reported by parents was examined. Two-hundred and forty parents from the school board group and 273 parents from the provincial schools responded. The breakdown is detailed in **Figure 6.3**.

6.3 Home Visits/Therapy
Frequency of Sessions according to Responding Parents



Rating of Counselling Services

Parents were asked to rate the help they received from preschool service in the following areas:

(a) dealing with the grief and emotional upset of discovering hearing loss;

(b) understanding the medical-educational implications of hearing loss;

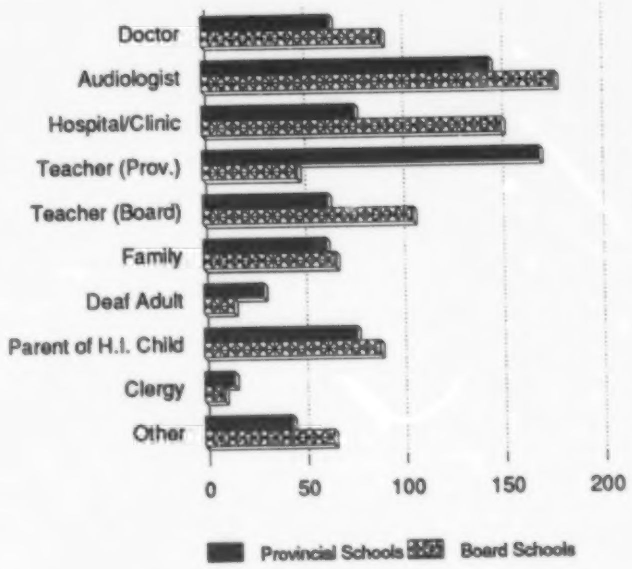
(c) understanding and making informed choices about various communication modes;

(d) understanding and making informed choices about various program options.

Approximately a quarter of the parents indicated that assistance was not required. It is interesting to note an apparent discrepancy between the information reported by parents of elementary pupils and that reported by parents of secondary pupils. The latter group indicating a far lesser degree of support and help. Generally, across the sample in all four of the subgroups of this question, approximately half or slightly more than half of parents indicated that the help received was 'somewhat" or "very" helpful. Slightly more positive results were obtained from parents in the provincial school group.

6.4 Service Provider

Most helpful/influential service provider in early years.



Most Helpful/ Influential Service Provider

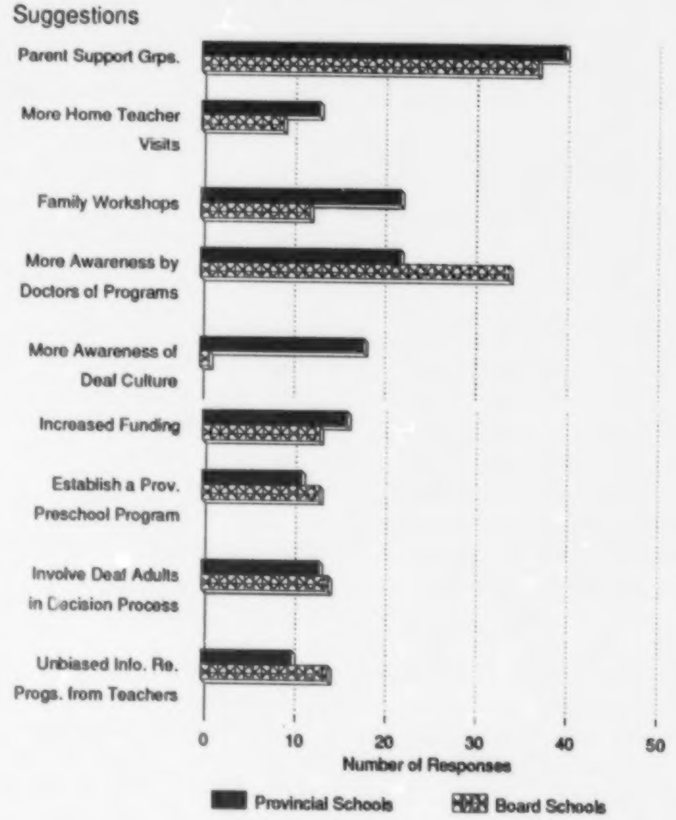
Parents were questioned as to the most influential and/or helpful service provider in the early years of their child's development, once they were aware of the child's hearing impairment or deafness(see **Figure 6.4**). Significant responses included Audiologists, rated most helpful overall in this sample, Hospital and clinic personnel, Teachers, and Parents of other hearing-impaired children. Parents of children in provincial schools indicated most often that provincial school teachers were the most influential.

Recommendations for Improving Services

The recommendations made by more than 3% of the total sample are detailed in **Figure 6.5**. It is fairly consistently recommended that there be more support groups for parents (11.2%); that there be more information on services available by family doctors (8.1%); and that there be an increase in the number of family workshops (4.9%). Several parents requested more home visits, more early information about programs available, and increased Ministry funding for preschool services.

6.5 Recommended Improvements *

Preschool and Family Services



* Recommendations made by 3% or more of total sample (Board and Prov.).

There were generally non-supportive responses from the provincial school parents, and those from school boards with regard to the role of deaf culture and deaf adults in programs. In provincial schools, only eighteen parents (5.5%) recommended more awareness of deaf culture, and only one parent within a board program did so. Thirteen provincial school parents (4.0%) said that deaf adults should be involved in decision making, compared to fourteen (3.9%) in other programs. Deaf role models were recommended by only 1.5% of provincial school parents and 1.1% of other parents.

CHAPTER 7

Teacher Education Centre, Belleville

History

The Teacher Education Centre was established by the Ministry of Education in 1967 in response to the need for the training of a greater number of Teachers of the Deaf than was possible under the system that prevailed up to that time.

Following a lengthy investigation of the programs both in North America and in Europe officials of the Ministry of Education decided to locate the new training facility on the campus of a school for the deaf. The Sir James Whitney School was selected to take advantage of the availability of staff who could provide instruction and a major portion of the practicum.

The program was under the direction of a Principal who at first reported to the Director of Schools for the Deaf and Blind, then to the Chief Educational Officer, Schools for the Deaf and Blind, and later to the Coordinator, Schools for the Deaf and Blind, Provincial Schools Branch. The relationship was always to the head office in Toronto and the relationship with the school was collegial, although subordinate in support and facility matters. In function, the Teacher Education Program was a tenant on the Sir James Whitney campus. This arrangement was selected in order to assure that the principles and practices espoused by the Teacher Education Centre would not reflect those espoused by one particular school for the deaf.

The Provincial School Media Centre was established at the same time as part of the Teacher Education Centre. A Media Centre specialist, who was not a teacher, worked under the direction of the Principal of the Teacher Education Centre. Subsequently a trained teacher of the deaf was appointed to the position of Media Centre Specialist and was cross-appointed as Teacher Education Specialist. The Media Centre was given the mandate to develop educational hardware and software for use in classes for deaf and blind children with a particular emphasis on materials for use in the schools for the deaf and blind. The primary output of the Media Centre was T.V. captioning and distribution of existing software from CBC, T.V. Ontario and from the schools. Extensive live production of videos was produced primarily to support the Teacher Education Centre. Educational devices were designed and constructed for experimental use in the development of teaching strategies based on current theoretical models.

At the time that the Teacher Education Centre was established, senior ministry personnel including the Deputy Minister, the Director of the Provincial Schools Branch, Superintendents of the schools for the deaf and blind and the Principal of the Teacher Education Centre determined the courses and weighting of each, based upon information obtained from recognized, quality programs. Major changes in the program including the introduction of Visible English in 1974 and Sign Language in 1983 were approved by the Director, Provincial Schools Branch and the Superintendents of the schools for the deaf and blind. The content of individual courses was the responsibility of individual faculty under the direction of the Principal of the Teacher Education Centre.

In addition to providing instruction and training for pre-service teachers in deaf education, who were all qualified to teach in elementary or secondary schools in the province of Ontario, staff of the Teacher Education Centre were mandated to provide in-service training for teaching staff in the schools for the deaf and for teachers in local school boards. The level of involvement was left to the discretion of individual staff members in co-operation with the Principal.

Recognizing an increasing need for practitioners in the schools to have an opportunity to become familiar with changing practices in deaf education based on ongoing research, the staff of the Centre provided a series of short summer courses in pre-school education, speech, language, reading and educational audiology in 1977, 1978, 1979, 1980, 1981 and 1983. Two demonstration classes, one at the primary level, and one at the intermediate level, were established in co-operation with the staff of Sir James Whitney School.

Program

The program offered at the Centre extends for a full teaching year, beginning of September until the end of June, a total of approximately forty weeks. Five hundred and seventy lecture hours, tutorial programming and practicum placements are offered as follows:

Language 100 - 60 hours
Language 200 - 60 hours
Speech 100 - 60 hours

Speech 200	60 hours
Reading	60 hours
Teaching Schools Subjects to the Deaf	30 hours
Educational Audiology	60 hours
Auditory Training/Parent Guidance	60 hours
Visible English	30 hours
Basic Signed English	30 hours
Speech Reading Methods	30 hours
Foundation of Deaf Education	60 hours
1) Anatomy	
2) Psychology of Deafness	
3) History/Philosophy of Deaf Education	
4) Exceptionality	
Practicum	9 weeks
Tutoring Program	approx. 60 sessions (40 minute sessions)

Practicum Provisions

Rationale

Teachers-in-training are placed in various educational settings using different methods of communication and providing a wide range of services. Placements include residential school classrooms, self-contained classes in regular schools and itinerant programs offering withdrawal support and support services in integrated settings.

Schools

Practicum placements are made in elementary and secondary programs at all three provincial schools and also in various school boards throughout the province. School boards presently being used for practicum are: Ottawa, Frontenac County, (Kingston), Toronto, York Region, Kitchener, Scarborough, Sudbury, Nipissing, the Metropolitan Toronto Separate School Board and Kapuskasing Separate School Board.

Methods of Communication

Teachers-in-training are given opportunities to teach in education settings using a variety of communication methods. Main exposure is given to classroom settings using the Oral Method and Total Communication philosophy.

Following is a summary chart detailing methods of communication used in practicum placement..

School/ School Board	Methods of Communication
Sir James Whitney School, Belleville	Total Communication (Signed English)
E.C. Drury School, Milton	Total Communication (Signed English)
Robarts School, London	Total Communication(Signing Exact English)
Ottawa Board of Education	Total Communication (Signed English) - Centennial P.S. Oral Method -Itinerant Service
Frontenac County Board of Education	Total Communication Oral Method
Metropolitan Separate School Board, Toronto	Total Communication (Signed English) Oral Method (mainly in secondary programs)
Metropolitan Toronto Board of Education	Total Communication (Metro. School for the Deaf, Danforth Tech.) Oral Method (Itinerant Service and Classes)
York Region Board of Education	Oral Method
Waterloo County Board of Education	Oral Method
Scarborough Board of Education	Oral Method
Sudbury Board of Education	Total Communication
Nipissing Separate School Board	Oral Method
Kapuskasing Separate School Board	Total Communication

Of the nine weeks of formal practicum, approximately seven are in divisions directly related to a teacher's certification. Wherever possible, at least one week is spent in another division. Consideration is also given to a teacher's basic certification. Special practicum visits or assignments may be arranged for student teachers in home-visiting programs and in auditory-oral clinical settings. These visits are in addition to the regularly scheduled nine weeks of practicum.

Tutorial Programs

This program evolved out of the need to provide teachers-in-training with on-going contact with hearing- impaired students through delivering an individual program of instruction. Early in each school year, the Principal of the Teacher Education Centre and the program directors of the elementary/secondary programs meet to discuss "potential" candidates for the tutoring program. Consideration in selection is given to the following:

a) **The needs of the students in the Sir James Whitney School.** Students requiring enrichment in course work as well as students requiring additional assistance to be successful are considered for the program.

b) **The needs of teachers enrolled in the Teacher Training Program.** In this regard, multi- handicapped students or students with other severe learning or behavioural problems are not usually considered for the tutoring program, because such students require the expertise of more experienced teachers and because teachers-in-training need to develop their skills in teaching without additional exceptionalities before learning the techniques required to work with multi-handicapped students.

Each student teacher's work in the tutoring program is supervised by a full-time faculty member. In the first term, lessons are prepared by faculty for student teachers. As progress is made, student teachers are expected to assume more responsibility for planning. Centre staff continue to supervise and monitor student teachers' planning.

As with practice teaching, consideration is given to student teachers' basic certification. Whenever possible, they tutor students according to their concentration (Primary/Junior, etc.).

The tutoring program begins in approximately mid-October and continues until mid-May. Tutoring periods have normally been held Monday to Thursday for approximately forty minutes (3:05-3:45 p.m.). In some years, and in particular situations, tutoring periods may be held for three days per week. Such is the case for this current academic year (1988-1989).

Statistics Re Graduate Population

From 1967 to 1988, the Centre has graduated 521 teachers of whom sixteen were hearing-impaired graduates and twelve Francophone. The majority of graduates in early years entered the profession in provincial schools but a trend has steadily developed towards providing more and more graduates to school board programs and, at the time of teacher surplus, to out-of-province placements. Throughout its life, the Centre has maintained a policy of cultural help to underdeveloped third world countries by maintaining one place on the program each year for special students from such countries. The Centre has graduated fifteen such special students.

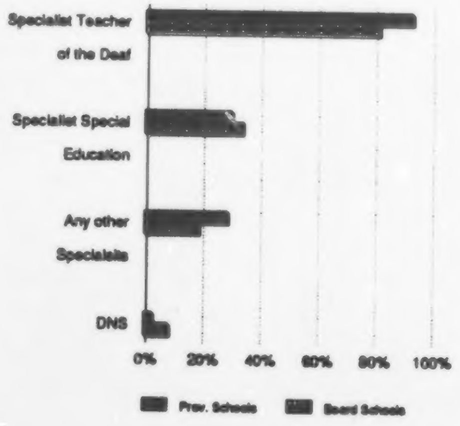
The venue of graduates from the Centre over the twenty-one years of its history is as follows: to provincial schools 319, to school board programs 155, to out-of-province employment 31, special students to overseas countries 15, unknown 1.

CHAPTER 8

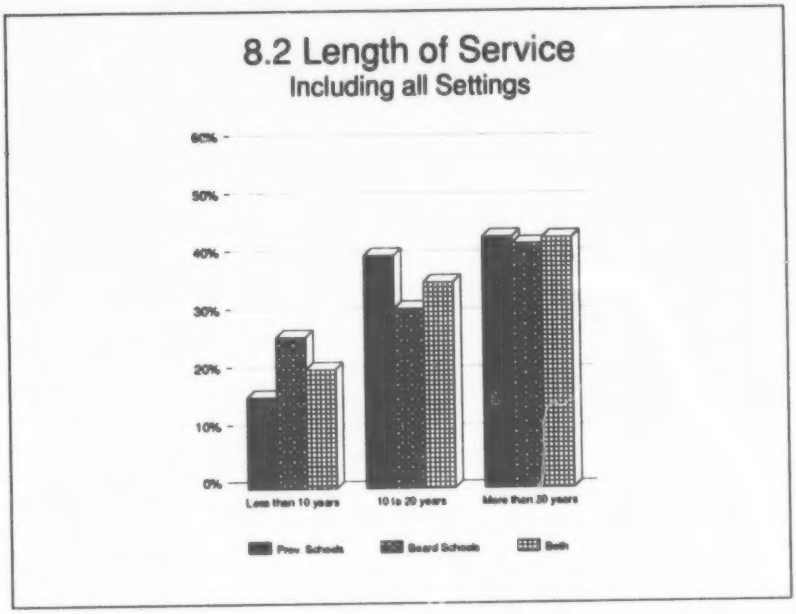
Educators Of The Deaf

Experience, Training and Certification

Of the 300 respondents to the educator of the deaf questionnaire, 91.3% reported that they held the basic Ontario Teaching Certificate (provincial schools 90%, board schools 92.4%) 3.3% indicated that their basic certification was a permanent letter of standing to teach the deaf and 2.3% reported that they were teaching on a temporary letter of standing or temporary letter of approval, 3% did not respond.

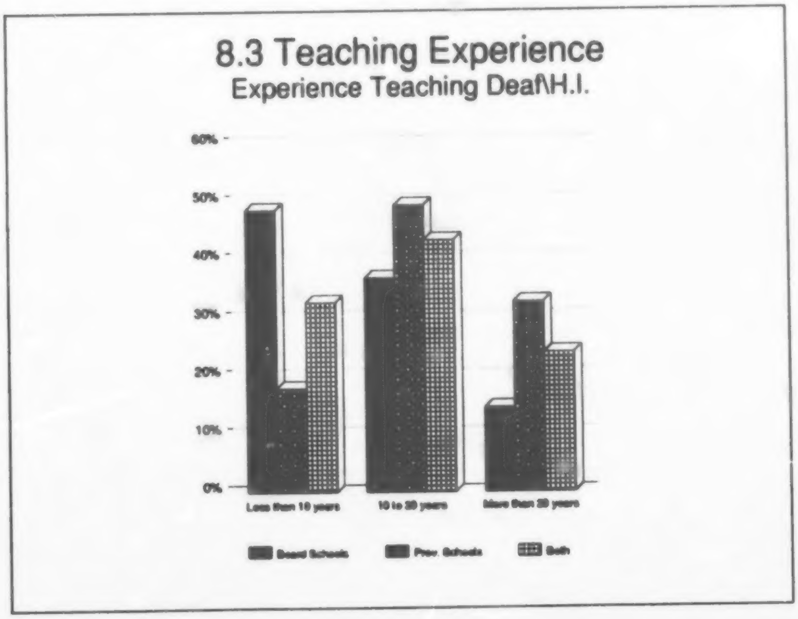


8.1 Training & Certification
Do you have any of the following specialist qualifications?



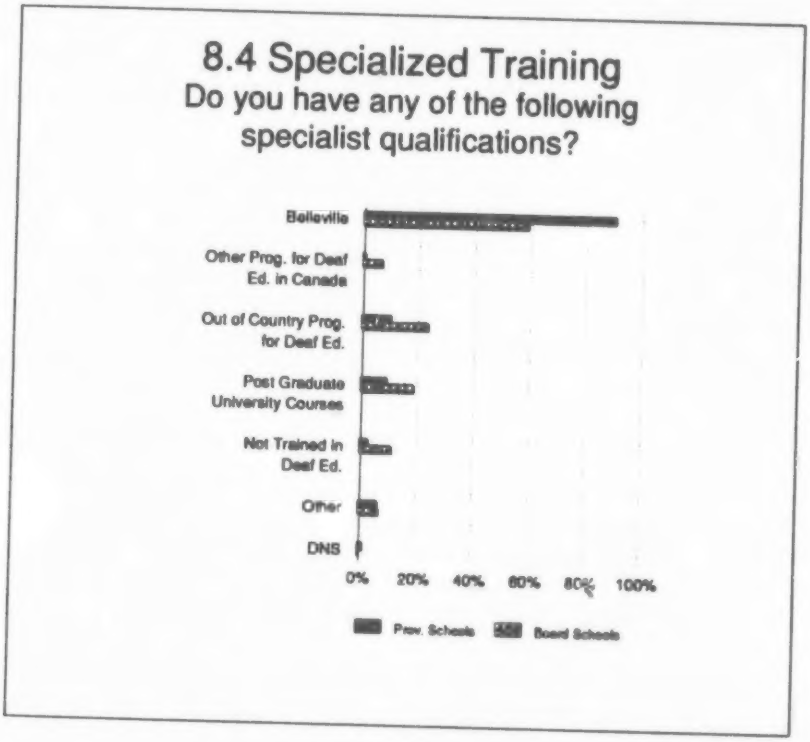
8.2 Length of Service
Including all Settings

Of the total sample, the great majority were reported as specialists teachers of the deaf, (93% in provincial schools, 81.3% in board programs); significant numbers held the specialists special education certificate (30% in provincial schools, 34% in board programs)or had additional specialists qualifications (29% in ministry schools, 18.8% in board programs) (see **Figuge 8.1**). Of the seventeen deaf respondents, fourteen held specialist qualifications as a teacher of the deaf, four held specialist special education qualifications and two had additional specialist qualifications.



8.3 Teaching Experience
Experience Teaching Deaf\H.I.

Educators were asked the length of their service in all educational settings and the results are detailed in **Figure 8.2**. Responses reveal that the provincial schools' proportion of this total was somewhat more venerable, 43% with over twenty years service. These differences in service were more pronounced between board programs and provincial schools when specifically considering experience in programs for deaf pupils (see **Figure 8.3**). Figures would indicate significant weighting of experience in provincial schools and probably at the same time less varied experience in the general or other fields of education and probably also a somewhat older staff.



8.4 Specialized Training
Do you have any of the following specialist qualifications?

As **Figure 8.4** demonstrates the professional training background of most of the province's teachers of the deaf exhibits the major role played by the Ministry's Teacher Education Centre in Belleville. Of the 300 respondents, a small number indicated that they were not trained as teachers of the deaf (provincial schools 2.6%, school boards 11.1%) and the vast majority indicated that they trained at the Teacher Education Centre (provincial schools 90.4%, school boards 59.0%). Smaller numbers indicated that they trained at other teacher education programs for the deaf in Canada (provincial schools .6%, school boards 6.9%) or deaf education programs in other countries (provincial schools 10.3%, school board 23.6%). In addition to basic certification, 13.7% of all teachers indicated that they had post-graduate university degrees in deaf education (provincial schools 9%, school board programs 18.8%), and an additional 6.7% reported other specialists post-graduate training associated with deafness (provincial schools 8.4%, school board programs 6.9%).

The local and national association of teachers of the deaf (Ontario Educators of the Hearing Impaired affiliated with the Association of Canadian Educators of the Hearing Impaired) have the highest professional affiliation of the province's teachers. OEHI/ACEHI has a 54% membership of all teachers of the deaf in the province (provincial schools 61%, school board programs 47.2%). The only other special education association with any significant membership is the Council for Exceptional Children. Twenty-five percent of all teachers reported belonging to CEC, a predominant number being teachers in school board programs. Similarly 14.7% of respondents indicated belonging to the A. G. Bell Association with an overwhelming percentage in school board programs (28.5% as opposed to only 1.9% in provincial schools). Fourteen percent of teachers reported other professional affiliations not directly related to special hearing impairment.

In response to questions regarding professional supervision and consultation by a qualified educator of the deaf, 71.3% of all teachers indicated that they were supervised by qualified professionals (88% in provincial schools, 54% in board programs), but only 49% indicated that they received any consultative services from professionals in the field of education of the deaf, (36.5% in provincial schools, 62% in board programs).

Deaf Teachers of the Deaf

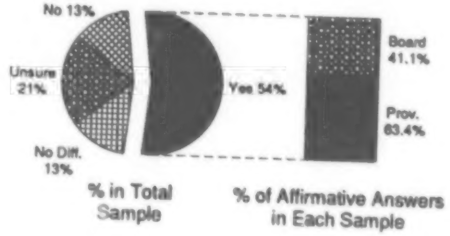
Of the seventeen deaf respondents, nine in provincial schools and one in board programs reported having a permanent letter of standing to teach the deaf, six in board programs reported having a regular Ontario Teacher's Certificate with additional qualifications, one is teaching on a temporary letter of standing in a provincial school.

Deaf teachers of the deaf are younger than their hearing counterparts; eight have taught less than ten years and the remainder less than twenty years. All five deaf teachers teaching in school board programs were trained at the Teacher Education Centre in Belleville as were four teachers in provincial schools. The remainder of provincial school deaf teachers trained in teacher education programs in the United States.

Deaf teachers have approximately the same professional affiliation rate as their hearing counterparts. Seven belong to OEHI/ACEHI (five in provincial schools and two in school boards), five to CEC, (two in provincial schools and three in school boards), three to A. G. Bell, all in school board programs, and one other affiliation was reported in provincial schools.

Deaf Persons as Educational Role Models

Of 689 parents responding to the survey, 33% reported that their child had been taught by a deaf teacher, 58% indicated that their child had never been taught by a deaf teacher, and 8% did not know. The incidence of exposure to a deaf teacher of the deaf was higher in provincial schools (42% as opposed to 25% in board programs). When asked whether they thought it would be beneficial for their child to be taught at some point during the course of his or her school life by a hearing-impaired teacher most responded affirmatively. **Figure 8.5** shows the breakdown of the total sample and the percentages of affirmative answers in the provincial and board samples. Again the predominant affirmative answers were from provincial school parents.



8.5 Deaf Role Models
Would a deaf teacher be
beneficial to your child?

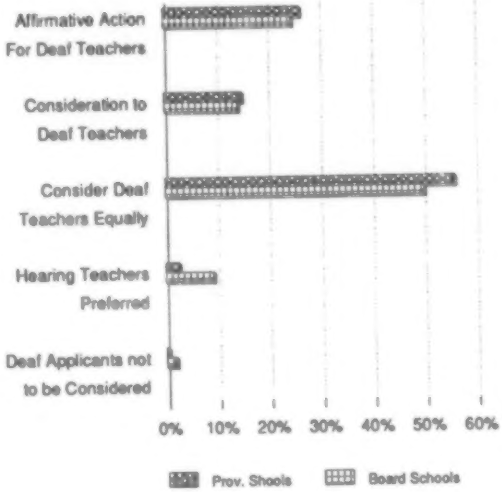
Comments favouring deaf teachers as role models indicated an expectation of greater understanding by deaf teachers, superior communication skills and positive reinforcement for deaf pupils' self-image. However, it was significant that 62% of all respondents (59% in provincial schools and 64.2% in board programs) did not offer any comments, positively or negatively, to reinforce their views. Only 3.2% of the total number of parents cited knowledge of ASL as an important factor in teacher competence (3% in provincial schools and .2% in board programs).

Parents were asked whether they would favour particular emphasis placed on recruiting and employing deaf teachers of the deaf. Their choice of options ranging from affirmative action programs for teachers who are deaf to the outright rejection of deaf applicants are detailed in **Figure 8.6**.

Residence Counsellors' opinions closely mirrored those of parents. Eleven of the sixty-five respondents favoured affirmative action for deaf staff, teachers and counsellors, but the vast majority, fifty respondents, thought that deaf staff should be considered on an equal basis with hearing applicants.

In responding to whether they had ever been taught by a teacher of the deaf who was hearing impaired, 54% of all student respondents indicated that they had while 46% indicated they had never had this experience (provincial schools 34% school boards 62%). When asked whether they had either liked or thought they would like to be taught by a hearing-impaired teacher, most indicated that they would or did enjoy this experience. (see **Figure 8.7**). The provincial school students answers were generally more positive about hearing-impaired teachers while the board school students chose all four possible answers with about the same frequency.

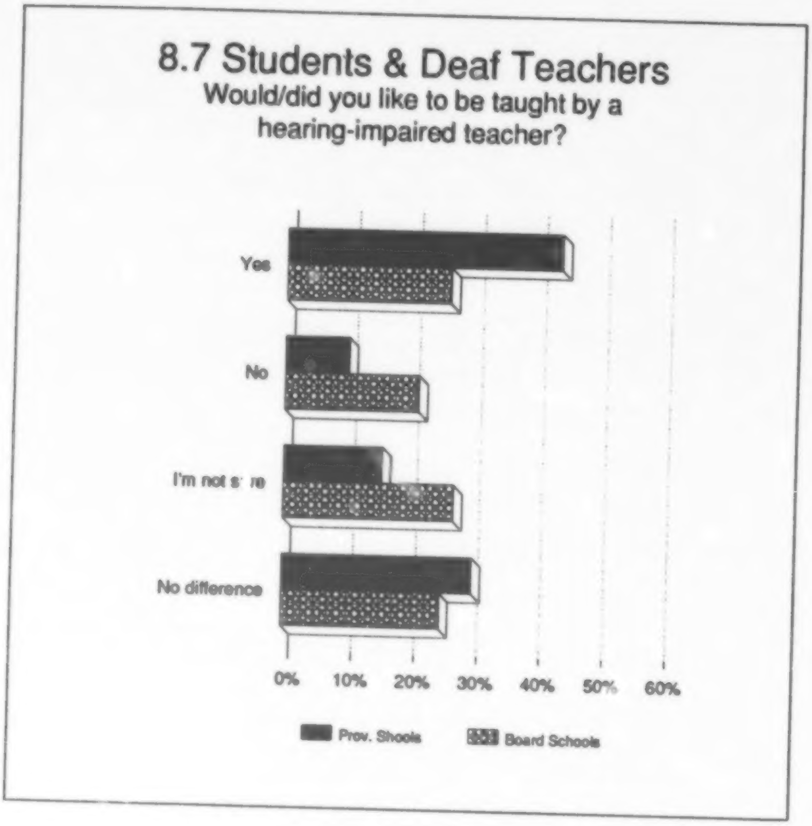
8.6 Hiring Policy
As Recommended by Parents



Barriers to the Employment of Deaf Teachers of Deaf

Background

There are no overt barriers to any hearing-impaired person becoming a teacher in Ontario. Ontario Regulation 269 which outlines the requirements and qualifications necessary to train as a teacher in the province, specify no



8.7 Students & Deaf Teachers
Would/did you like to be taught by a hearing-impaired teacher?

medical or physical limitations to pre-service or post-service training beyond proof of freedom from active tuberculosis. Theoretically, a deaf person can attend university and teachers' college on an equal basis with another person. The covert limitations reside in the degree to which support services, necessary for many hearing-impaired persons to succeed in such programs, are indeed available in faculties of education. These matters are dealt with in detail in the report of the review conducted by the Ministry of Colleges and Universities.

There is, however, a serious impediment to additional training for the deaf teacher holding a permanent letter of standing. An Ontario Teaching Certificate is required as a prerequisite for all additional qualification courses; a permanent letter of standing is not mentioned. While most Faculties of Education overlook this distinction in basic certification, it is an anomoly that should be rectified in calendar requirements.

It is also obvious that limitations in a teacher's oral ability would be a serious handicapping factor, indeed almost an absolute barrier, to employment in any regular hearing school program and probably in most oral programs for hearing-impaired students. Recognizing this fact, the Ministry introduced a special clause in the teachers' certification regulation in 1975 to enable hearing-impaired applicants to bypass regular routes of normal pedagogical preparation which are required of all hearing teachers of the deaf before they proceed to specialist training in hearing impairment, and to proceed directly from undergraduate studies to preservice training as a teacher of the deaf. Section 20 of this regulation states the following.

> 20.-(1) Where the principal of the Teacher Education Centre, Belleville, reports to the Deputy Minister that a candidate;
>
> (a) has complied with section 2;
>
> (b) is not a Canadian citizen or a permanent resident of Canada, but that the candidate is entitled under the laws of Canada to obtain employment in Canada as a teacher;
>
> (c) is unable to undertake a program leading to the Ontario Teacher's Certificate by reason of impaired hearing;
>
> (d) holds an acceptable university degree or qualifications the Minister considers equivalent thereto; and
>
> (e) has successfully completed an approved program of teacher education for teaching deaf
>
> the Minister may grant to the candidate a Permanent Letter of Standing in Form 6 where such approved program was taken in English and in Form 6a where such approved program was taken in French that is valid in Ontario for teaching the deaf.
>
> R.R.O. 1980, (2) REVOKED: O. Reg. 222/86, s. 13.

The deaf teacher with no regular pedagogical background is not awarded an Ontario Teaching Certificate but earns a Permanent Letter of Standing to teach the deaf which has the full force of Ontario Basic Teaching Certificate limited to classes and programs specifically designated for deaf pupils.

Incidence of Deaf Teachers

One would expect, then, that deaf teachers of the deaf who by communication modality or choice preferred or were compelled to teach mainly in programs where manual communication modes are employed, would be in provincial schools. Those hearing-impaired teachers in regular board programs, in daily propinquity to hearing pupils and interacting with hearing school staff, might more likely hold regular certification in addition to their specialist training and would more likely be orally oriented and competent. This supposition is borne out by the ratio of deaf teachers in the alternate programs and their training profiles. It is understandable that communication philosophy and methodology in various program settings dictates the presence or absence of deaf teachers who are themselves deaf. A deaf teacher of the deaf would have greater difficulty carrying out auditory training programs, speech instruction, oral rehabilitation and all matters related to oral education of deaf children. A number of responses from the program questionnaires and from the educator questionnaires indicate these barriers to the employment of deaf teachers, particularly if their mode of communication is essentially manual.

Requirements

In response to the question as to whether hearing-impaired teachers are required to have spoken language skills, two of the sixteen program administrators replied yes, four no, one indicated that it depended on the program to which the teacher is assigned but, significantly, nine administrators did not respond.

When asked whether spoken language, sign language and writing skills were considered for making a hiring decision, there was some differential responses in considering hearing-impaired and hearing applicants. It was reported that spoken language skills are usually considered before hiring a hearing-impaired applicant by seven programs, sometimes considered by two, rarely considered by three and four did not answer. Written skills were usually considered in seven instances, sometimes in two, rarely in three, no response in four. In considering hearing applicants all these areas were similarly considered at about the same ratio of frequency, spoken language usually considered in ten of sixteen instances, sign language in seven instances and written skills in eight. These figures would not appear discriminatory on the face of it except that one would expect to have normal oral skills in all hearing applicants, reasonable sign language skills in all applicants applying to manual programs derived from their training, and, again, superior writing skills in most postgraduate applicants. On the other hand, deaf applicants might have superior advantage in sign language skills, but in most instances would have a disadvantage in oral skills and possibly also in written English skills, depending on their previous school and background. To expect equal competence in all areas would discriminate against hearing-impaired applicants.

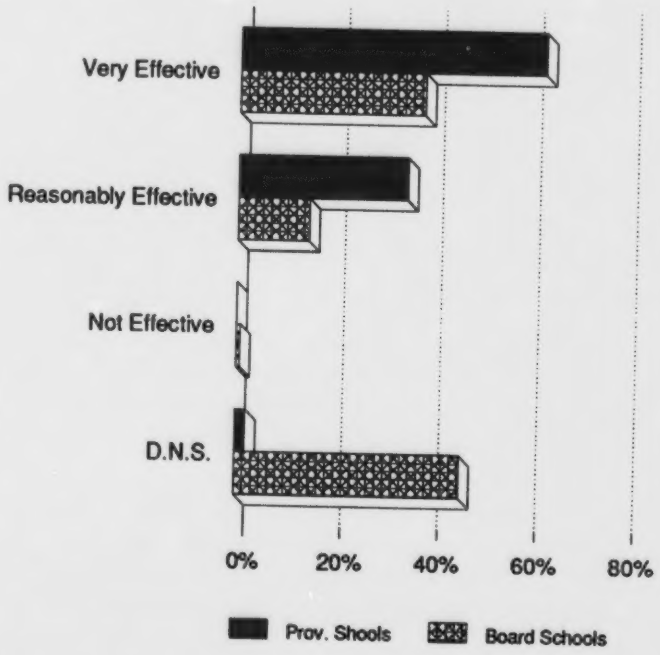
When asked whether the program provided in service training in signing skills development, eleven administrators indicated that they did (all provincial schools and eight of the thirteen board programs); four did not since their programs were all oral. Only an orally competent deaf person would be employable in these latter programs.

Access to Information

Eleven jurisdictions had TDD telephone access to their program administrators, five did not. Two programs reported that they did not have a Bell Relay System Telephone Access to their programs although such access is a service available to all who know of its existence.

The experiences reported by the seventeen practicing deaf teachers appear somewhat confusing and contradictory. In terms in their degree of satisfaction with access to information in their work areas, deaf teachers in board programs generally reported higher degrees of satisfaction than did deaf teachers in provincial programs. In regard to staff announcements, three board teachers but only one provincial school teacher reported themselves very satisfied, four board teachers and six provincial school teachers reported themselves satisfied, two provincial school teachers reported themselves dissatisfied and one very dissatisfied. In their participation in staff meetings, two board teachers reported a high level of satisfaction, as did one provincial school teacher; four board teachers reported themselves satisfied, as did six provincial school teachers; again three provincial school teachers reported a degree of dissatisfaction and one a large degree of dissatisfaction. For professional development activities, committee meetings, supervisory classroom assistance and general school community activities,

8.8 Inter-collegial Communication
How would you rate the effectiveness of your communication with H.I. collegues?



board program hearing-impaired teachers consistently reported higher degrees of satisfaction than did provincial school teachers. In fact, board teachers reported themselves either satisfied or very satisfied in all areas questioned while more than half the provincial school teachers expressed varying degrees of dissatisfaction.

The picture regarding communication efficiency and satisfaction, however, is quite different. Of the seventeen deaf respondents, seven indicated that their most frequent mode of communication with hearing co-workers was exclusively spoken language, only two indicated manual interaction, seven indicated combined spoken and manual interaction, one indicated manual and written interaction. The predominant response in board programs was oral language (six of seven respondents) while the predominant communication mode in provincial schools was combined, (seven of ten respondents). However, in rating the degree of effectiveness of the communication that occurs between hearing-impaired and hearing coworkers, the provincial school teachers rated their communication efficiency as either very effective (one) or reasonably effective (nine); none reported negative experiences in communication. Board teachers' responses indicated a lesser degree of perception of effective communication.

In responding to identical questions regarding communication mode and perceived efficiency in communicating with their hearing-impaired co-workers, hearing teachers of the deaf responded as follows: 50% indicated that they only speak to their hearing-impaired colleagues 2.8% indicated that they only use manual communication while 47.5% indicated a combined spoken and manual communication mode. No teachers indicated that they communicated with their hearing-impaired colleagues through an interpreter. **Figure 8.8** documents how effective teachers regard their communication with their hearing-impaired colleagues to be.

Since the communication method in provincial schools is predominately manual, one would suppose it would provide a more facilitating and satisfying milieu for deaf teachers. The responses in regard to degree of satisfaction mentioned in previous paragraphs would indicate this is not the case. The anecdotal comments regarding frustrations felt as a hearing-impaired educator reveal much greater feelings of alienation, powerlessness, and general dissatisfaction in provincial schools than in board programs.

All residence counsellors indicated proficiency in a variety of sign systems appropriate to their schools, more than half indicating good to fair proficiency in ASL. All but two rated their communication efficiency with co-workers, deaf and hearing, as reasonably to very effective and felt that they could easily employ a variety of communication modes - oral, manual English and ASL - as communication situations dictated. Most counsellors (fifty-four of sixty-five) attribute their communication efficiency to in-service professional development but cited more often than teachers other channels of communication improvement, the Deaf Community (twenty-nine), deaf families and friends (twenty-two), and the students in residence (twenty-seven).

Residence Counsellors indicated strong support for increased exposure to deaf culture for hearing staff (fifty-five) and the need for more workshops in ASL (forty).

CHAPTER 9

Policy Development and Advisory Committees

Program Evaluation

Four of the thirteen board jurisdictions reported they have written policies for program evaluation. All four indicated the existence of such policies at the elementary level, three at the secondary level, two at the pre-school (2 to 5 years), and one at the pre-school (0 to 2 years). Two of the four schools had input from teachers' federations while three had input from educators of the hearing impaired and three from hearing-impaired parents or students.

Teacher Evaluation

Six board jurisdictions reported having written policies on teacher evaluation. All six reported such policies for their elementary programs, five for secondary, four for pre-school (2 to 5 years), and one for pre-school (0 to 2 years). Four of the six boards indicated involvement of teachers' federations while three reported input from educators of the hearing-impaired and one reported the involvement of hearing-impaired parents or students. There was no response to the question regarding the involvement of other hearing-impaired individuals or groups.

All three provincial schools reported they have written policies on teacher evaluation for all programs. All three reported involvement of teachers' federations and educators of the hearing impaired, although there was no response to the question regarding involvement of hearing-impaired parents or students. Two indicated the involvement of other hearing-impaired individuals or groups.

Advisory Committees

Three board jurisdictions indicated the existence of written policies on program advisory committees. Two involved educators of the hearing impaired and one reported the involvement of other hearing-impaired individuals or groups. Other schools did not respond to the question regarding the involvement of hearing-impaired parents or students. All provincial schools reported having written policies on program advisory committees. One involved teachers' federations in the development of that policy while all three reported the involvement of educators of the hearing impaired. Two reported the involvement of hearing-impaired parents or students and other hearing-impaired individuals or groups.

Admission Criteria

Most board jurisdictions reported having written policies on admission criteria: eight elementary programs, seven secondary, six pre-school (2 to 5 years) and one pre-school (0 to 2 years). Only one reported involvement of teachers' federations in developing this policy while five indicated the involvement of educators of the hearing impaired and one said that hearing-impaired students or adults were involved. All provincial schools reported the existence of admission policies whose development involved educators of the deaf. There was no response regarding the involvement of teachers' federations or hearing-impaired students or parents.

Secondary Level Placements

Six board jurisdictions indicated the existence of policy regarding pupil placement at the secondary level. One involved teachers' federations while three had involved educators of the hearing impaired and one had included hearing-impaired students or adults in its development. All three provincial schools reported having a written policy on pupil placement options at the secondary level. One had involved the teachers' federations while all three had involved educators for the hearing impaired in its development.

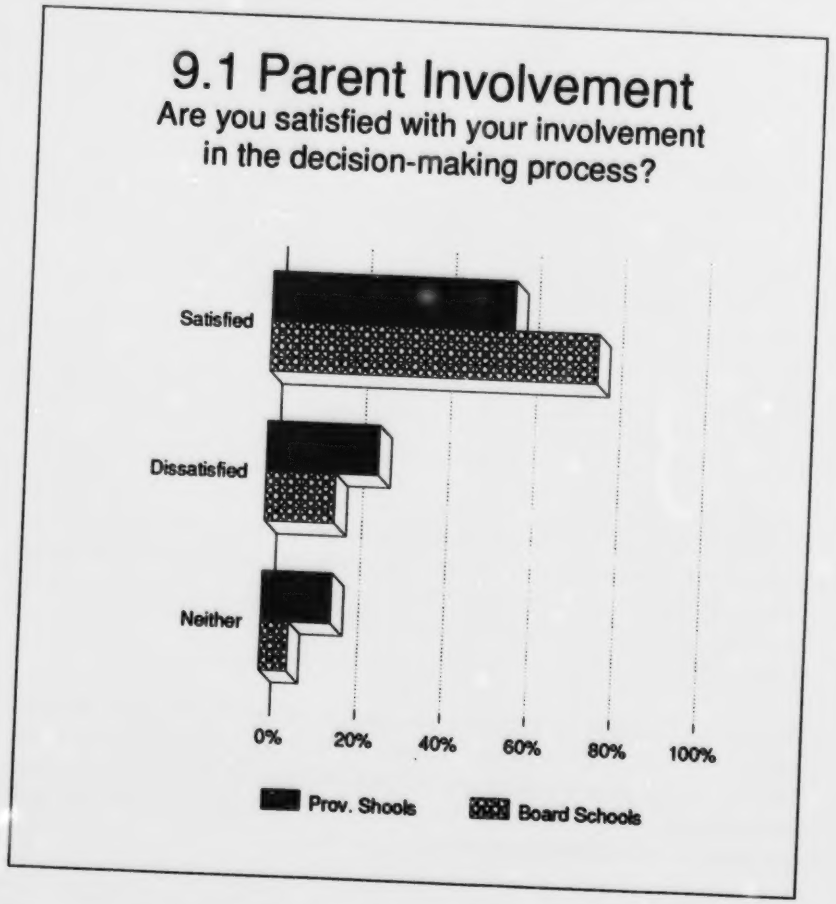
Participation of Stakeholders

Administrators were asked whether their board or provincial school had an advisory committee specific to the hearing-impaired program. All board administrators reported they do not have such committees, while all provincial schools indicated that they do. The provincial school advisory committees consist of educators of the deaf (2 schools) representatives of associations of the deaf (3 schools) parents of hearing-impaired students (3 schools) and hearing-impaired students or graduates (3 schools).

One school's committee consists of five members, while the other two have committees of sixteen or more. Committee membership includes representation from the Deaf Children Society (1 school), the Canadian Hearing Society (2 schools), the London Centre for the Deaf (1 school), Federation of Provincial Schools Authority Teachers (2 schools), Belleville Association of the Deaf (1 school), Quinte Parents Association (1 school) and Student Parliament/SAC (1 school). All three provincial schools indicated more than three meetings per year.

It should be noted that Special Education Advisory Committees (SEACs) deal with other matters besides the needs of hearing-impaired pupils. Responses indicated that twelve boards have SEACs that include representatives of the deaf community. In terms of representation by associations on SEACs, responses indicated VOICE (8 boards), the Deaf Children's Society (1 board) the Canadian Hearing Society (5 boards), and various local parents' associations are SEAC members.

Figure 9.1 demonstrates the percentages of parents reporting satisfaction or dissatisfaction with their involvement in the decision-making process.

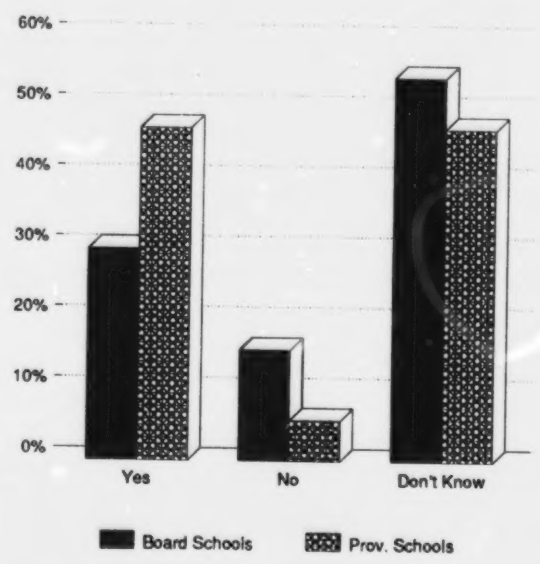


9.1 Parent Involvement

Are you satisfied with your involvement in the decision-making process?

Communication Policies

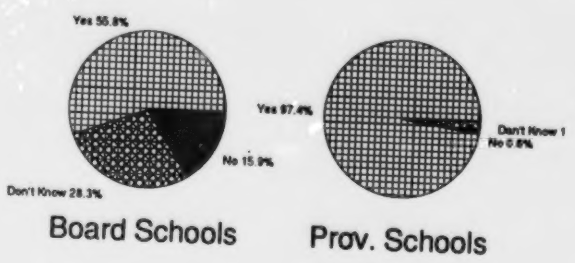
Nine board jurisdictions and the three provincial schools reported the existence of written statements outlining their communication policy. In response to the same questions, a high percentage of parents responded that they did not know or that their child's school had no such policy (**Figure 9.2**). This was especially true of parents of secondary pupils in board schools, where 61.0% said they did not know. It would appear that all programs clearly have a job to do raising the level of awareness on the part of parents regarding such policies.



9.2 Communication Policy
Does your child's program have an established Communication Policy?

Among educators, 76.3% said that their program has a written statement outlining its communication policy, 7.7% said that no such policy existed, and 14.4% indicated that they did not know. **Figure 9.3** demonstrates a trend similar to parents with the provincial school teachers having a higher level of awareness.

Residence Counsellors indicated knowledge and general support for the communication policies of their schools. There was strong minority support (27 for, 32 opposed) to having differential communication expectations in residence areas with more latitude for individuals to determine appropriate communication strategies.

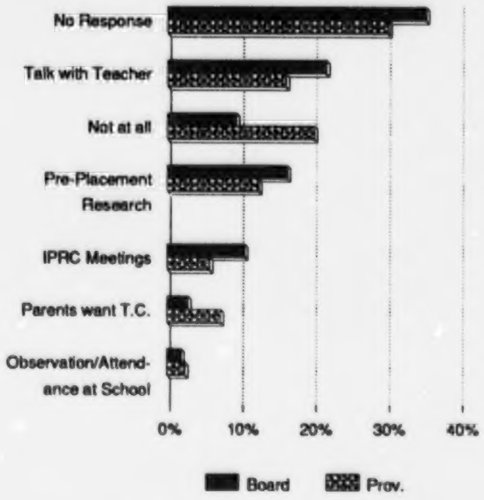


9.3 Communication Policy/Educator
Does your program have ar
established Communication Policy?

Program administrators when asked about involvement by stakeholders in developing this written communication policy responded as detailed in **Figure 9.4**.

9.4 **Involvement of Stakeholders**

	Provincial Schools	Board Schools
Educators of the Deaf	3	8
Representatives of teacher federations	3	4
Parents of hearing-impaired students	3	3
Hearing-impaired students	3	2
Other hearing-impaired individuals	3	1
Other	2	1



9.5 Parents and Communication
How have you been involved in
in the decision-making process? *

* Responses rating higher than 2%
of total sample.

When parents were asked to respond anecdotally to a similar question about their involvement in decision making about communication policy, the largest portion offered no response. Answers accounting for more than 2% of the entire sample are detailed in **Figure 9.5**. In this figure "pre-placement research" refers to investigations made by the parents prior to placement of the child in a school.

With regard to the types of communication used, parent responses were as documented in **Figure 9.6**.

An overwhelming majority of parents within board programs (88.4%), reported they agreed with the type of communication used in their child's program, 3% disagreed and 7.3% were unsure. Within provincial schools, the results were very similar with 84.1% indicating agreement with the communication used, 3.7% disagreeing and 8.6% expressing uncertainty.

Irrespective of the types of communication used in their children's programs, parents were asked to comment on their preferences regarding sign language. The majority of parents (75.7% in board programs and 67.8% in provincial schools) did not respond, 8.2% of parents in board programs and 8.3% in provincial schools supported Total Communication including exposure to speech. Twenty-one parents (3.3%) expressed a preference for American Sign Language.

9.6 Types of Communication

	Board Programes		Provincial Schools	
Oral	240	(66.7%)	203	(61.9%)
Auditory/Verbal	205	(56.9%)	76	(53.7%)
Cued Speech	39	(11.8%)		
Signed English	95	(26.4%)	69	(51.5%)
Signing Exact English	46	(12.8%)	104	(31.7%)
ASL	31	(8.6%)	54	(16.5%)

Evaluation

Administrators were asked whether they had a process of evaluating communication skills in place for staff. Five of thirteen board jurisdictions and all three provincial schools responded affirmatively.

Evaluation procedures were reported as documented in **Figure 9.7.**

9.7 Evaluation Procedures

	Board Programs	Provincial Programs
Ongoing teacher performance review by board	3	3
Periodic testing of communication skills	1	-
Expressive/receptive formal testing twice a year	-	3
Videotaped interviews for evaluation purposes	1	3

Section 24 "In Lieu" Funding

General Legislative Grants do not apply to provincial schools; eight of the thirteen board programs responding indicated that they are receiving funding under Section 24 of the General Legislative Grants. Two indicated that they were satisfied with Section 24 funding while two stated that the Ministry of Education's policy of 50.0% student time spent with a trained teacher of the deaf was unrealistic. Four administrators said that the grants should cover in-service training for hearing-impaired teachers and equipment, while two indicated that the "criterion of 70dB is arbitrary". Three objected to the guidelines in policy/program memorandum 76C, especially the requirement for homogeneous grouping.

CHAPTER 10

Program and Curriculum

Home-School Communication

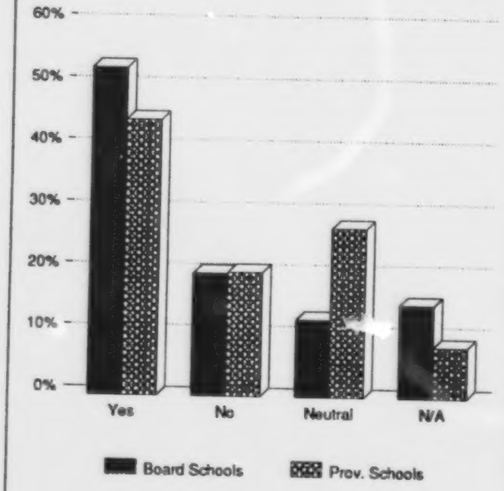
Parents' Satisfaction

The degree of satisfaction with home-school communication and achievement reporting appeared to be generally quite high among parents. Of the 688 respondents, 76% reported that they consider themselves well informed of their children's progress in school, 20.1% only partially informed and 1.9% not informed. There was little difference in the response of provincial school and board parents. Elementary parents considered themselves to be better informed than secondary parents, there being a difference of more than 10% in both board and provincial schools.

There appeared to be a generally high level of satisfaction among pre-school (125 respondents) and elementary school (296) parents, in their children's progress and development in a variety of curriculum areas. In language (**Figure 10.1**), mathematics (**Figure 10.2**), communication and speech (**Figure 10.3**), board parents expressed greater satisfaction with their children's progress than did provincial school parents. In the area of signing skills(**Figure 10.4**), provincial school parents were somewhat more satisfied while deaf parents reported themselves to be satisfied at twice the level of hearing parents. In social and emotional development, 62.5% of parents expressed satisfaction, 17.8% a neutral position and 10.4% dissatisfaction, there being little difference either between provincial school parents and board parents or between hearing and deaf parents. In the category of

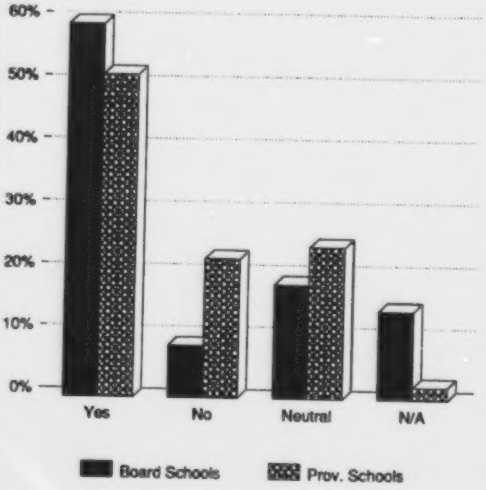
10.1 Language

Are you satisfied with your child's progress in language developement?



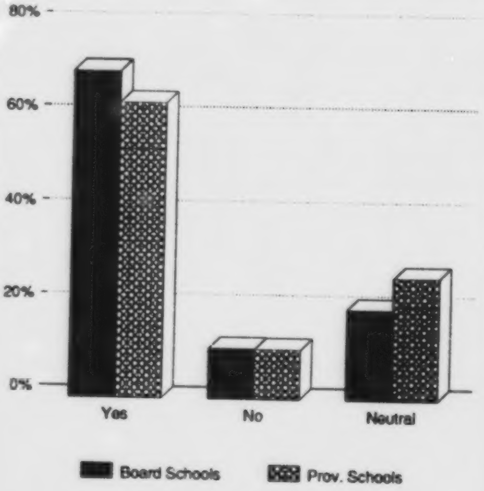
10.2 Mathematics

Are you satisfied with your child's progress in Mathematics?



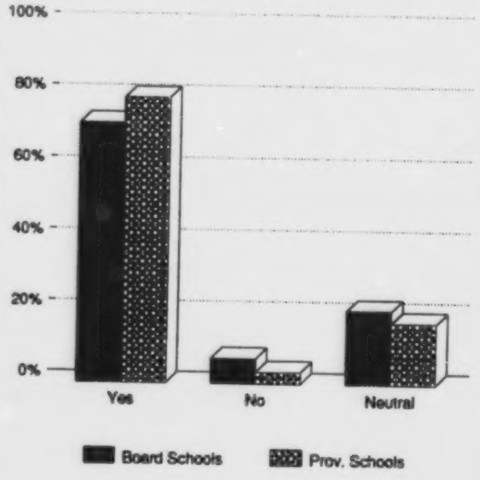
10.3 Communication

Are you satisfied with your child's progress in communication abilities?



10.4 Signing Abilities *

Are you satisfied with your child's progress in signing abilities?



* D.N.S. and N/A not included in percentiles.

other school subjects, there was 48.1% satisfaction expressed, 14.2% neutrality and 4.4% dissatisfaction. Thirty-five percent of parents did not respond to this category. Again, board parents indicated a somewhat higher degree of satisfaction with general subjects than did provincial school parents.

Two hundred and thirty-one secondary school parents responded to similar questions regarding their degree of satisfaction with pupil progress, 110 in provincial schools, 121 in board programs. Levels of satisfaction ranged from a high 64.4% in general communicative ability to a low of 45.5% in technical and vocational skills development. The numbers of satisfied parents in all other academic areas, mathematics, speech, signing skills, work skills and attitudes and other school subjects ranged between these levels. Board parents expressed satisfaction with more "traditional" academic subjects - language, mathematics and other school subjects - at a somewhat higher rate than did provincial school parents; provincial school parents were significantly more satisfied with their children's sign language communication skills, somewhat more satisfied with their work skills and attitudes and technical/vocational skills. Deaf parents indicated higher levels of satisfaction in language attainment, signing skills, work skills and attitudes and technical/vocationalskills and an equal degree of satisfaction with mathematics, general communication ability and speech skills. There was no area of the curriculum that deaf parents appeared to be less satisfied than hearing parents.

Residence Counsellors

Residence Counsellors communicate with parents in a variety of ways and were generally positive about home/school communication. Face to face contact, home visits and parents visiting school, were rated most highly, letters and home/residence books effective for on-going communication and telephone, TDD and BRS were frequently employed. Only a very small minority of counsellors (8 of 65) felt that their interaction with parents was not very effective.

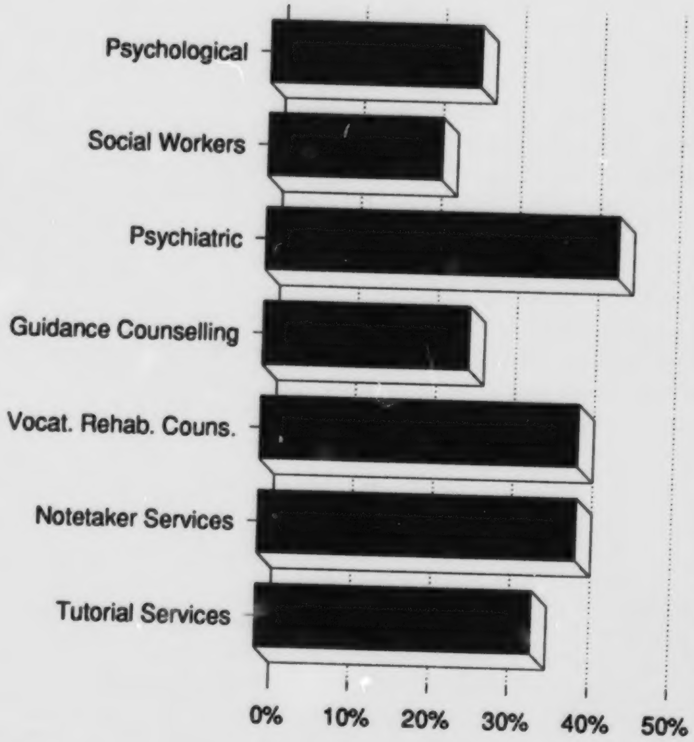
Provision of Support Services

Parents

Several questions sought to establish the availability of a variety of support programs in provincial and board school programs, the extent to which parents know of these programs and the expression of need where support services did not appear to be readily available.

10.5 Support Services

Percentage of parents reporting ignorance of programs



Provincial school parents reported a much higher level of availability in almost all categories except for notetakers and tutors. There were significant differences in the area of audiological services, psychological services, social workers, speech and language pathologists, hearing aid technicians and sign language trainers; somewhat less differential advantage for provincial schools in the other areas listed.

Figure 10.5 details the percentage of parents reporting ignorance of a number of programs available to them and indicates that there is a large number of parents lacking information. This lack of available information was equal in provincial schools and school board programs.

When parents who reported lack of services were asked what services they felt were most needed, audiological, psychological, speech and language pathology services, and hearing aid technicians were most often cited; there seemed to be a lesser desire for social work, psychiatric, guidance counselling, vocational rehabilitation, notetaker and tutorial services, almost a third of parents indicating that it did not matter that these services were not available.

The only other category requested by any significant number of parents was interpreter services, principally in board programs.

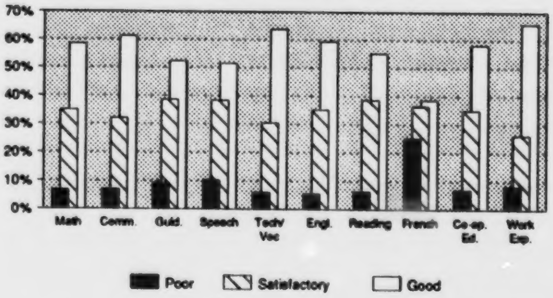
Parent's Perception of ASL and Deaf Culture

Considering responses that related specifically to affirmative action in terms of deafness and the use of American Sign Language in programming, of the 688 responding parents, eight indicated that ASL should be used in instruction in classrooms, ten that more teachers, social workers and other staff members at schools should have ASL signing skills, nine that more deaf teachers should be hired and that students should spend more time with them, one that deaf children have more contact with deaf adults, and three that deaf children should have more exposure to signed interpretation on television rather than written closed captions.

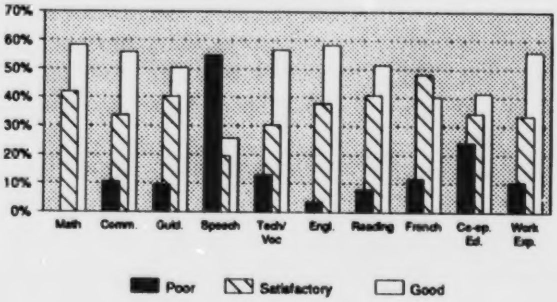
Students Responses to Curriculum Questions

Student responses reflecting their level of satisfaction in various curriculum areas are shown in the following Tables. In all the curriculum areas listed, more than 80% of the students taking each course responded positively (either a rating of good or satisfactory). Mathematics, English and reading have the highest proportion of positive ratings.

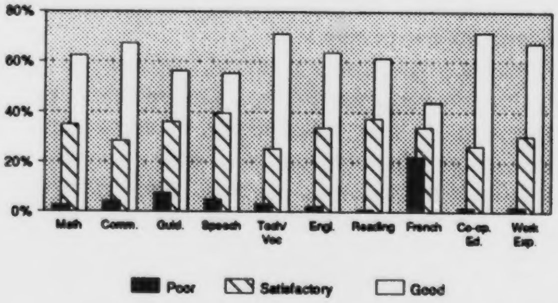
10.6 Student Rating of Courses
All Schools
(% of those applicable)



10.7 Student Rating of Courses
Provincial Schools
(% of those applicable)



10.8 Student Rating of Courses
Board Schools
(% of those applicable)

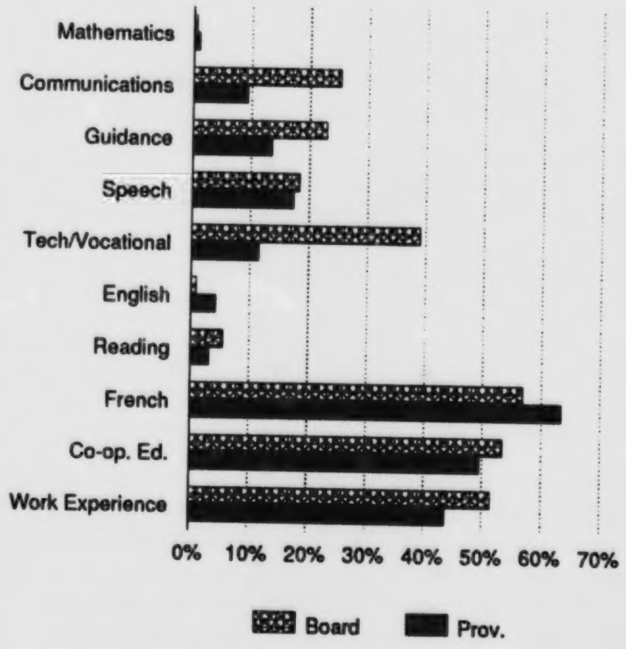


Student Rating of Courses

Figures 10.6 to **10.8** detail student rating of their courses. Not included in these percentages are those who answered that the course mentioned was not available. While students indicate a general satisfaction with their courses, the number of courses that students indicated were not available to them in their various programs is significant (**Figure 10.9**). The reported unavailability of programs was somewhat higher in elementary than in secondary programs but still significantly reported at the secondary level. The reported unavailability of courses was somewhat higher in board programs than in provincial schools, particularly in the areas of technical/vocational training and guidance programming.

Fifty-one students in board programs and forty-six students in provincial schools take French at the secondary level, a third indicating good experiences from the course, a third satisfactory and somewhat less than a third poor experience. There was little difference between the degrees of satisfaction expressed in provincial school and board programs.

10.9 Courses Not Available
As Indicated by Students from all Schools



Eighty-six students in provincial schools and sixty in board programs have been in co-operative education programs and eighty-three students from provincial schools and forty-six students from board programs in work experience and on the job placement training. These programs are generally rated higher than academic programs in level of satisfaction (54.2% good, 32.5% satisfactory only 2.4% poor), a slightly higher degree of satisfaction expressed by board students than provincial schools. Almost half of reporting board students indicated that they do not have the opportunity to experience co-operative education or on the job training placements (51.1% in co-op ed., 47.1% in work experience and on the job training).

Students listed 116 other courses taken beyond those requested in the survey with generally a very high level of satisfaction in all courses pursued (only 15% average of poor ratings in all categories).

Educators

Supervision

Educators were asked to indicate whether they received supervision and/or consultation from a qualified educator of the deaf; the results are tabulated in **Figure 10.10**. The proportion of affirmative responses for supervision was considerably higher in the provincial schools.

Pupil Evaluation

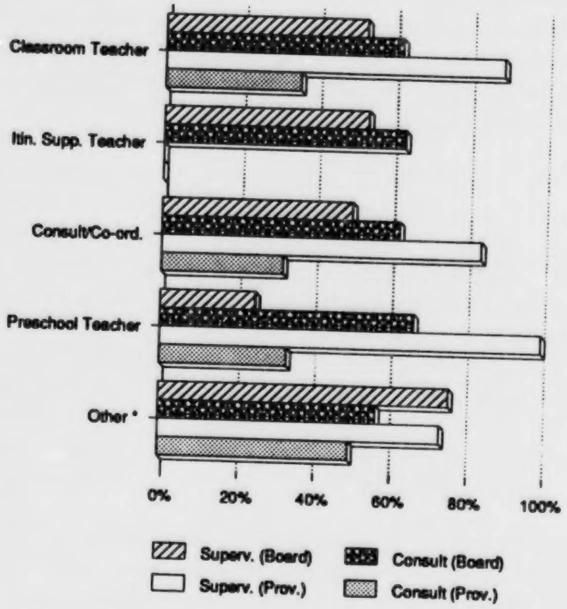
Educators at the pre-school, elementary and secondary levels were asked how frequently their students are evaluated in a wide range of skill and subject areas. Educators were asked to indicate frequency of evaluation in the areas of language development, reading ability, other academic programs, audiological status, auditory skills, speech, psychological status, social and emotional development, signing skills, technical/vocational skills, work experience, and other areas they might wish to specify. They were then asked to indicate who conducts the evaluation at each of the three levels in each of the specified areas.

Preschool

Of the sixty-two responses for the preschool level, the largest proportion reported "ongoing evaluation" in most subject areas(see **Figure 10.11**). The only exceptions were audiological assessments, where thirty-eight (61.3%) reported assessment once or twice a year, and psychological status, where twenty-six (41.9%) reported evaluation less than once a year. In all areas where ongoing evaluation was reported, the largest proportion of respondents indicated that the teacher conducts the evaluation. The only exceptions were the audiological assessment and psychological status.

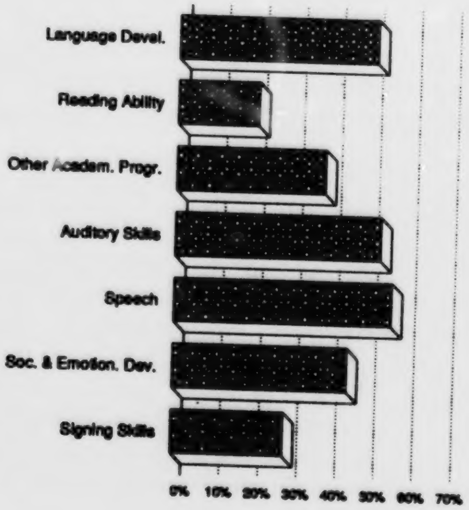
10.10 Supervision/Consultation

Educators Indicating Super./Consult. with Qualified Educator of the Deaf



10.11 Frequency of Evaluation

Evaluation Occuring on Ongoing Basis in Pre-schools



Comparisons between the provincial school and school board groups regarding frequency of evaluation at the pre-school level are not particularly useful because of the small sample sizes. However, a few interesting variances do occur. A significantly larger proportion of provincial school educators (72.7%) than school board educators (40%) did not score in the "reading ability" area. This may well be due to the fact that pre-school educators from the provincial schools see a larger proportion of very young children than do their school board colleagues. Also, twenty-five of the school board group as compared to six of the provincial school group, did not score in the evaluation of signing skills.

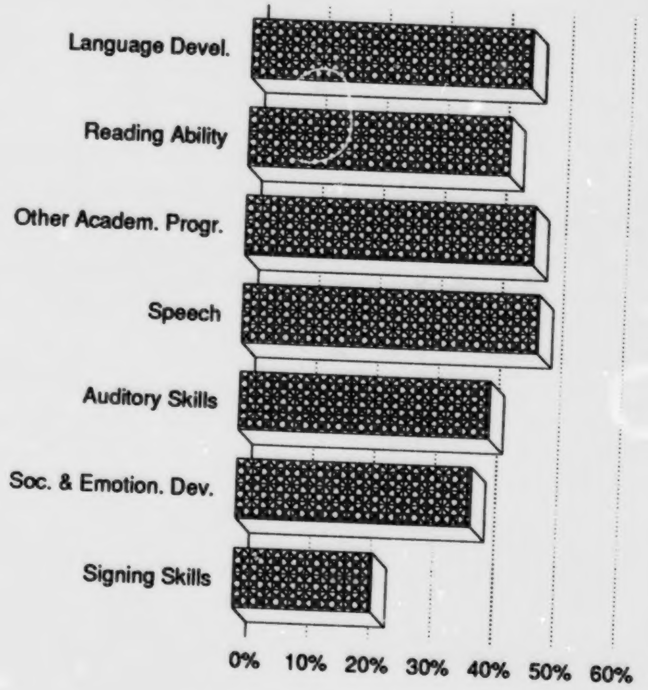
As with the frequency question, comparing the two groups on the question of who conducts the evaluation did not show significant results because of the small numbers involved. Generally speaking, both groups designated the teacher as the major evaluator of most skills. Among the school board group, a small number of educators reported they did not know who evaluates speech, psychological status. and social or emotional development. A large proportion of the school board group (23) did not respond on the questions associated with the evaluation of signing skills.

Elementary

One hundred fifty-nine out of 300 educators responded to the survey of evaluation frequency for elementary level students, while 160 answered the questions regarding who conducts the evaluations. Again the greatest proportion indicated that their students receive ongoing evaluation in most areas(see **Figure 10.12**). As with the pre-school sample, the two most notable exceptions were the audiological assessment, where 66% reported students are evaluated once or twice a year, and psychological status, where 62.3% reported evaluation less than once a year. 25.8% did not score on this particular area. Interestingly, responses on the evaluation of social and emotional development were somewhat differently distributed, with 38.4% reporting ongoing evaluation and 35.2% reporting evaluation less than once a year. Also, over the half the sample (86 or 54.1%) did not score on the evaluation of signing skills. In this area or 22.6% reported ongoing evaluation, while 20.8% reported evaluation less than once a year.

As with the pre-school educators, the provincial school and school board groups are generally comparable in their indication as to who evaluates at the elementary level. In the "academic" areas of language development, reading ability and other subjects, the teacher is the primary evaluator. Evaluation of audiological and psychological status relies heavily on expertise from outside the classroom. Provincial school teachers play a much more prominent role in the evaluation of signing skills than do their school board counterparts. 70.5% of provincial school educators as opposed to 23.2% of school board educators reported that the teacher is the primary evaluator, while 70.7% of the school board group as compared to16.0% of the provincial school group did not score on this question.

10.12 Frequency of Evaluation
Evaluation Occuring on Ongoing Basis in Elementary Schools



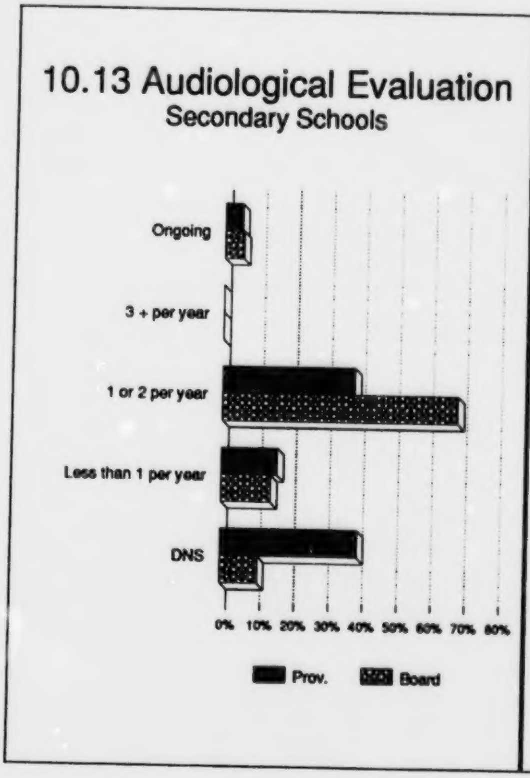
Secondary

One hundred thirty-five out of 300 educators, eighty from provincial schools and fifty-five from school boards, responded to the question concerning frequency of evaluation at the secondary level. One hundred and thirty-two educators, seventy-nine from provincial schools and fifty-three from school boards, responded to the questions as to who conducts secondary level evaluations.

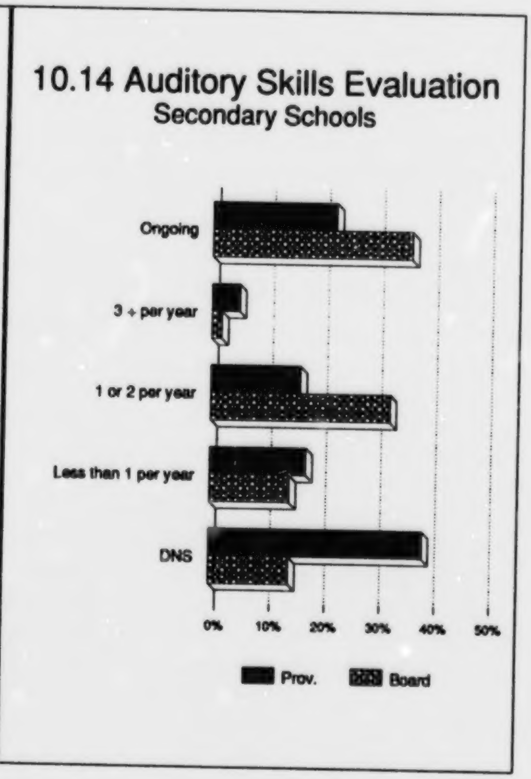
Just under half the educators (48%) reported that secondary students receive ongoing evaluation in language development, reading ability and other academic programs. The percentages were somewhat higher among school board educators than among the provincial school group, where 33% did not score on this question, as compared to 12.7% of the school board group.

This distribution, with a higher proportion of school board teachers reporting evaluation, is roughly the same for audiological, auditory skills, and speech evaluations (**Figures 10.13 - 10.15**). It is also repeated in social and emotional development evaluations (**Figure 10.17**). Psychological evaluation, while generally occurring less than once per year, was again reported to be higher in the board schools (Figure 10.16). With regard to signing skills evaluation, the school board and provincial schools are roughly comparable in frequency of evaluation (**Figure 10.18**). The high number of provincial educators who did not respond should be noted.

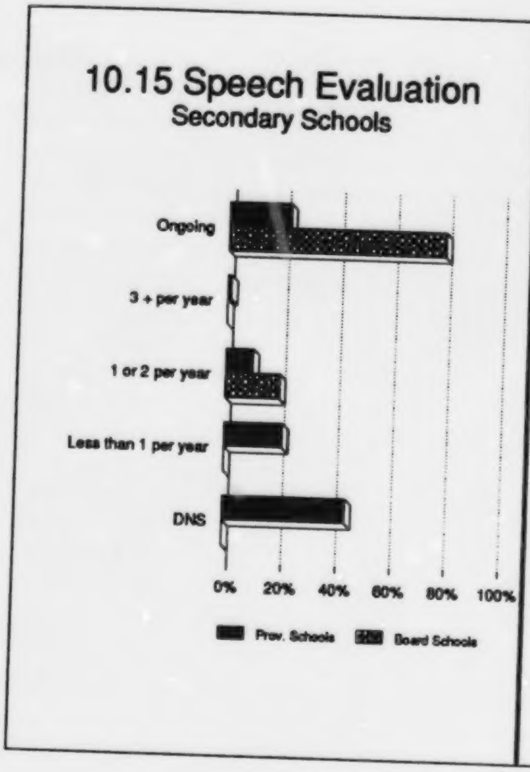
Evaluation of technical/vocational skills and work experience became significant at the secondary level. 37.8% of educators reported ongoing evaluation of technical/vocational skills, while 27.4% reported ongoing evaluation of work experience. Thirty-seven percent of educators did not respond to the former question, while 45.9% did not answer the latter. A higher proportion of the provincial school group (42.5%) than the school board group (30.9%) reported ongoing evaluation of technical/vocational skills, while a roughly equivalent proportion reported ongoing evaluation of work experience.



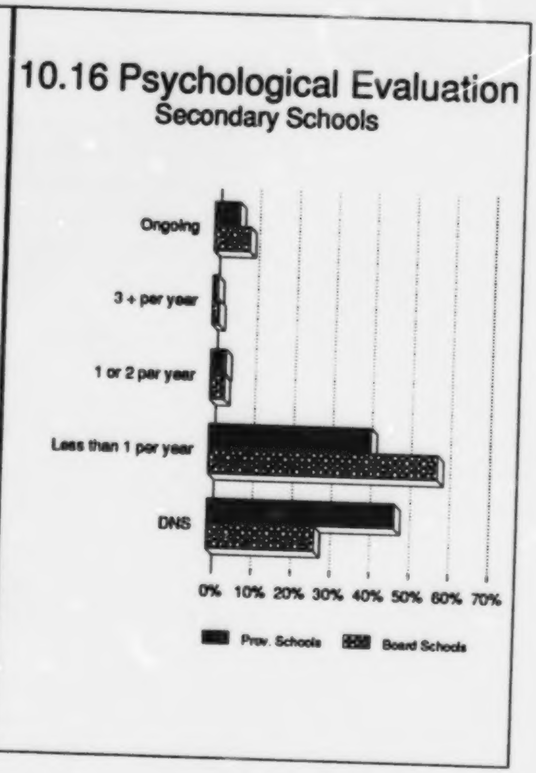
10.13 Audiological Evaluation
Secondary Schools



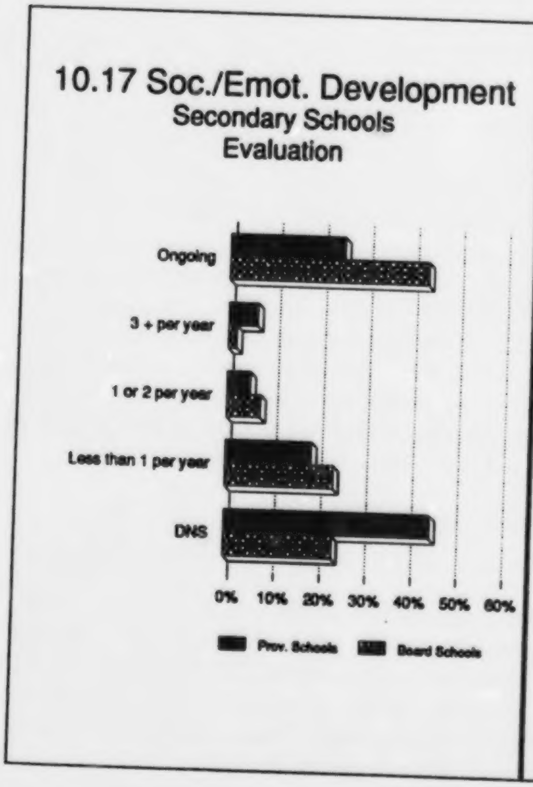
10.14 Auditory Skills Evaluation
Secondary Schools



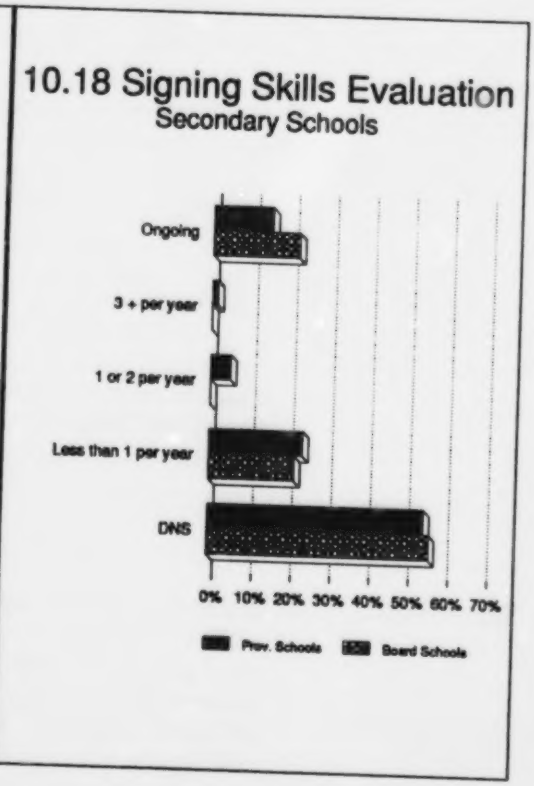
10.15 Speech Evaluation
Secondary Schools



10.16 Psychological Evaluation
Secondary Schools



10.17 Soc./Emot. Development
Secondary Schools
Evaluation



10.18 Signing Skills Evaluation
Secondary Schools

Support Personnel

Regarding the availability of specialized support personnel to students in their programs, a large majority of educators (96%) confirmed the availability of audiologists, speech language pathologists, psychologists and social workers with expertise in deafness or deaf education. In general, particularly with social workers, these personnel were reported to be more readily available in the provincial schools. Thirty-two out of forty-seven educators who answered negatively or indicated they did not know, would like to have social workers available to their students. There seems to be less demand for specially trained psychiatrists, with only 36.3% of the total sample indicating they are available. Of those answering "no" or "don't know", only 33.6% reported they are needed. A significantly higher proportion of provincial school (71.8%) than school board educators (30.4%) reported the availability of specially trained guidance counsellors. Among school board responses, thirty-four out of seventy-five ("no" plus "don't know") would like to have such personnel available. Similarly, hearing aid technicians are reported to be far more readily available in the provincial schools (95.5%) than in the school boards (54.9%). Among school board educators, half those who answered "no" or "don't know" would like to have these personnel available.

Program Administrator Responses

Support Personnel

In response to the question concerning availability of certain support personnel, nearly all administrators reported the availability of audiologists, specially trained psychologists, social workers and speech/language pathologists. Somewhat fewer reported the availability of guidance counsellors, vocational rehabilitation counsellors and hearing aid technicians. Only half the administrators reported that educational interpreters are available, while a slightly larger number reported the availability of sign language trainers, notetakers and tutors. The majority of these personnel are provided by either the school board or the provincial school, with the remainder coming from private practice, hospitals, and the Canadian Hearing Society. C.H.S. provides vocational rehabilitation counsellors to four programs, hearing aid technicians, social workers and educational interpreters to two programs and guidance counsellors and social workers to one program.

Supervision

Administrators were asked to indicate the title(s) of the person(s) responsible for their board or provincial school program and to report whether these persons have certification in deaf education. Of the variety of titles reported, the most frequently cited (7) was "resource or itinerant teacher for the hearing impaired". Twenty-eight of these persons are reported to have certification in deaf education, while thirty-one do not.

Phone Access

Eleven out of sixteen administrators reported that deaf parents/guardians and deaf students have telephone access to their program administration via a telephone device for the deaf (TDD).

Specialized Courses and Services

Of the courses or services specially designed for deaf or hearing-impaired students, the three most frequently reported were auditory training, individual speech instruction, and speech reading instruction, closely followed by signing English instruction and group speech instruction. In general, these courses are more frequently offered at the elementary level than at the secondary level. Four elementary programs offer deaf studies and two offer American Sign Language instruction at the elementary level. All these programs are from the school board group. At the secondary level, the number offering deaf studies doubles to eight, while the number of programs offering American Sign Language instruction increases to three. In the former case the increase attributable to the fact that the provincial schools offer deaf studies only at the secondary level. American Sign Language is offered only in school board programs.

Eight programs offer guidance or social support services specially designated for hearing-impaired students at the elementary level, while ten programs offer such services at the secondary level. Services offered at the elementary level include assessment by a social worker, psychiatrist, educational consultant or psychologist (5), the "program of alternative thinking strategies" (PATHS Program) (2), and information on government services for deaf or hearing-impaired students (1). Similar services are offered at the secondary level, with the addition of counselling by the Canadian Hearing Society and vocational rehabilitation counselling (4). Three programs at the elementary level and two at the secondary level reported having the same guidance and student services as are provided for hearing students.

CHAPTER 11

Communication Methodologies

Hearing and Speech

Use of Hearing Aids

Of the 507 students (provincial schools 289, board programs 218) who responded to the survey, 90.7% reported that they wore a hearing aid, 8.9% that they did not. Theses numbers were slightly higher (95.0% to 87.5%) in board programs. Twenty-nine percent of the students reported that they did not wear a hearing aid until at least the age of five. Significant numbers reported receiving hearing aids at age three (13.7%), age four (15.1%) and age five (14.1%); about 20% reported having been fitted with a hearing aid earlier than age two.

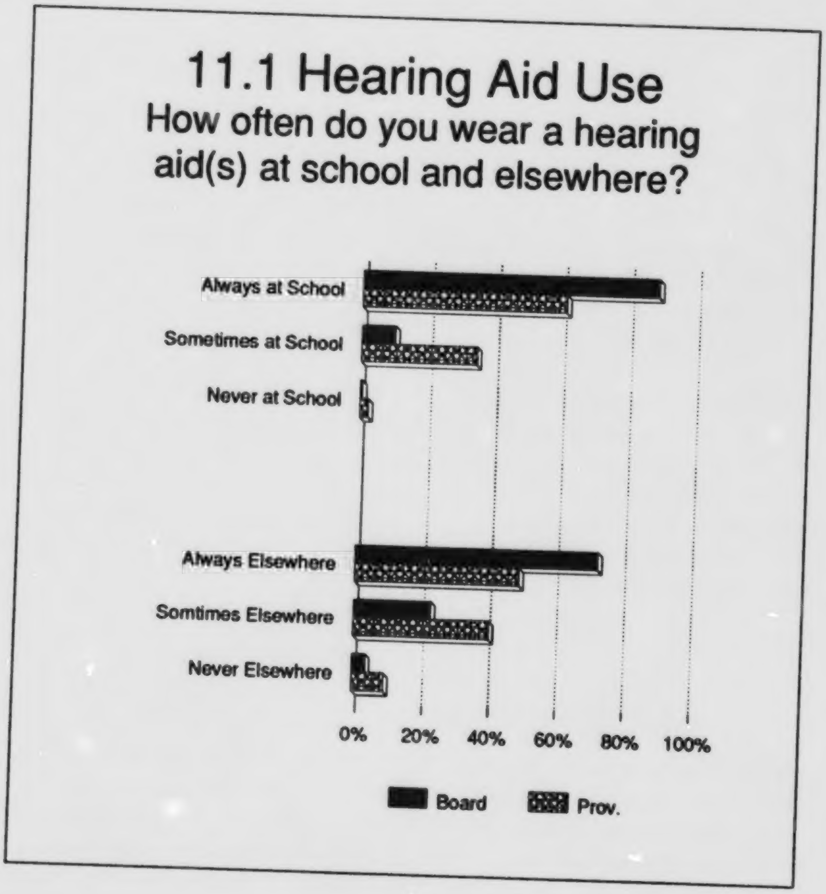
Students were asked how often they wear their hearing aids at school and elsewhere. The responses, detailed in **Figure 11.1**, show that a higher number of board students wear their hearing aids at all times. Sixty-five point seven percent of students reported that it was a rule that they had to wear their hearing aids at school, 18.5% that it was not a rule, while 15.2% responded that they did not know. The responses in each of these categories was 10% higher in board than in provincial schools.

Oral Comprehension

When asked questions regarding their perceived understanding of spoken English under ideal conditions (when wearing a hearing aid and clear opportunities for speech reading) the majority of students responded that they understood most of the time or some of the time. A smaller group claimed to understand all of the time ; few indicated little or no comprehension. The results are shown in **Figure 11.2.** It will be noted that more board schools students reported understanding always or most of the time. Almost 50% of provincial school students indicated that they understood speech most or all of the time even though, in most cases, their preferred mode of communication is sign language. Elementary students seem to have a greater degree of confidence in their understanding of spoken English than did secondary students, perhaps the opposite of what one might expect.

Students were asked the reverse question of how well they perceive themselves to be understood when they speak, first of all to family and friends and second to other people perhaps not so familiar with their speech. Their numbers are presented in **Figure 11.3**. Again the balance of perceived communication efficiency lay with school board students. Their responses generally ranged between two and fifteen points in favour of understanding as compared to provincial school students.

There were significant differences between elementary and secondary students. Secondary students reported almost three times as often that they do not speak, about twice as often that people do not understand them, about

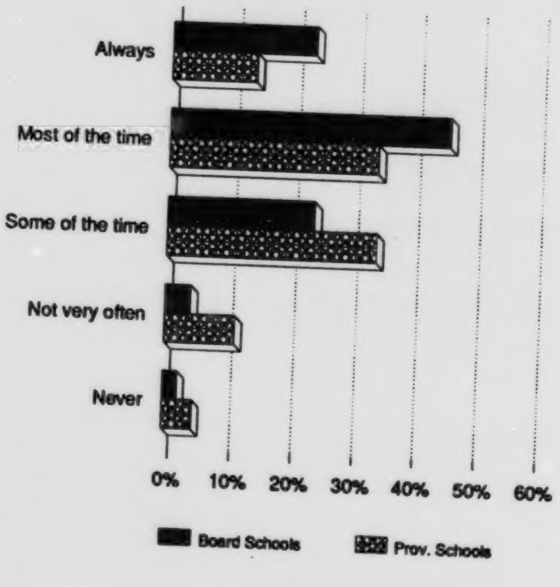

11.1 Hearing Aid Use
How often do you wear a hearing aid(s) at school and elsewhere?

five points more frequently, that they are not understood very often. Equal proportions of elementary and secondary students reported that they are understood some of the time; somewhat more elementary students reported being understood most of the time but, against the trend, almost twice as many secondary students (15.6% as opposed to 8.7%) reported that they are understood most of the time or all of the time.

Communication Methods Used

Thirty-three point three percent of students reported using oral communication, in the classroom, 2.6% reported cued speech, 62.5% manually coded English, 18.3% sign language and 6.9% other. These percentages add up to more than 100% in that students were encouraged to include more than one communication mode if applicable.

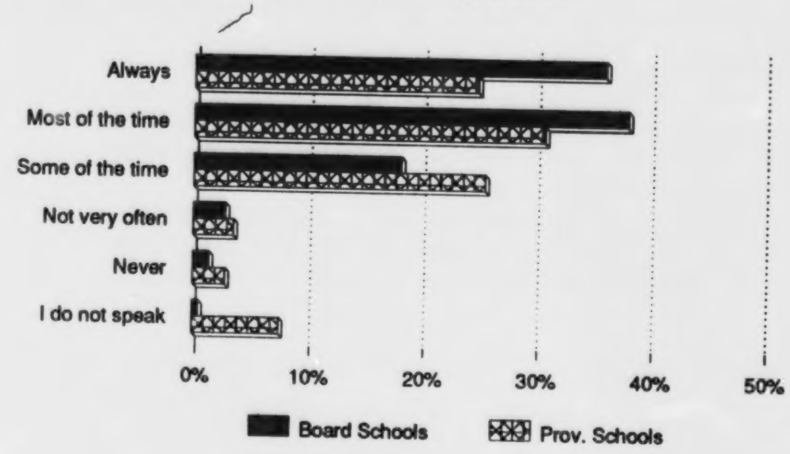
The majority of oral classes occurred in board programs whereas the majority of total communication classes were in provincial schools.



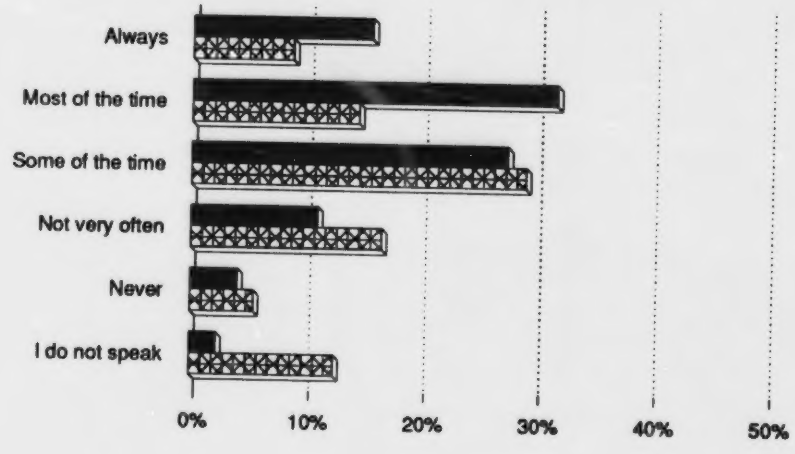
11.2 Communication 1
How well do you understand spoken English?

11.3 Oral/Spoken Communication 2

How well does your family understand you when you speak?

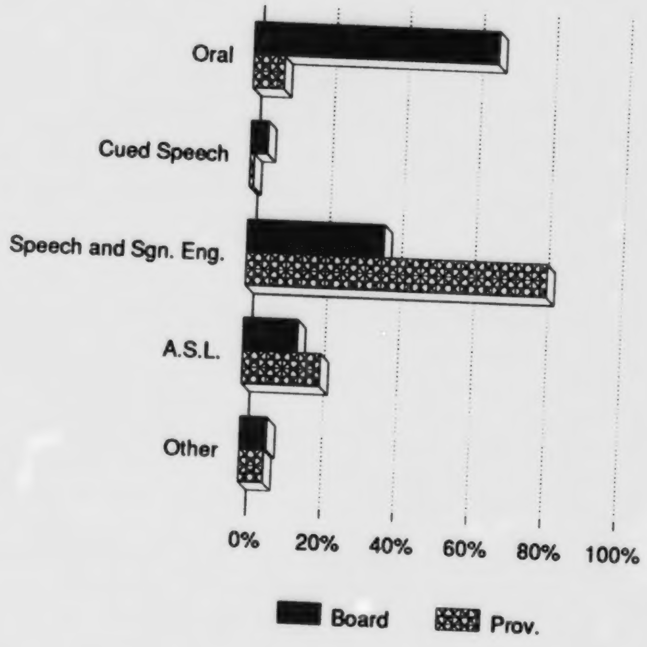


How well do others understand you when you speak?



11.4 Class Communication

What communications do you use in the classroom?

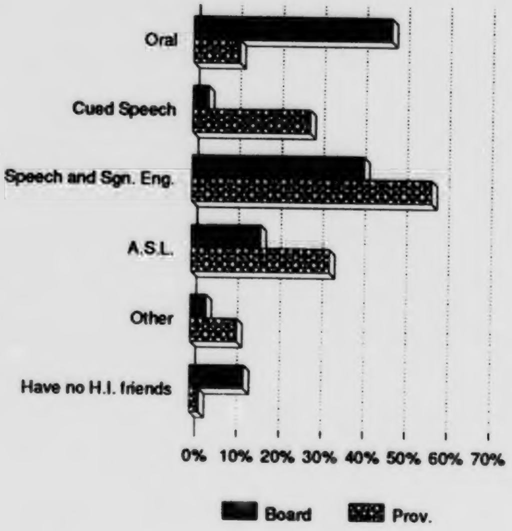


Smaller percentages reported use of American Sign Language along with manually coded English. For a complete breakdown see **Figure 11.4**. The percentage of total communication classes vis-a-vis oral classes increased significantly from elementary to secondary level. At the elementary level 44% of classes were reported to be oral, and 56% total communication. At the secondary level, 28% were reported to be oral, 63.2% total communication.

When reporting on communication methodologies outside of school with hearing-impaired friends (**Figure 11.5**), similar distributions were evident, the majority of oral communication occurring amongst board students and the majority of speech and signing English, American Sign Language, and other modes of communication occurring amongst provincial school students. 6.7% indicated that they have no hearing-impaired friends outside of school.

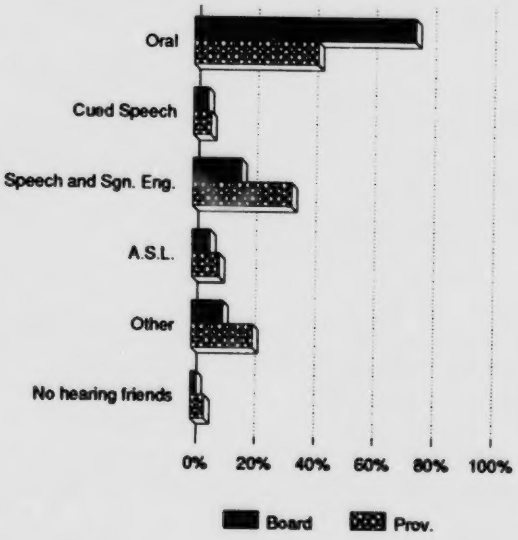
11.5 Communication & Friends

What Communications do you use out of school with your H.I. friends?



11.6 Communication & Friends

What Communications do you use out of school with your hearing friends?



When asked how they communicated with hearing friends, similar distributions were reported once again (**Figure 11.6**). It is interesting that almost half of provincial school students feel able to use oral methods outside of school with hearing friends and, conversely, 33% of signing students' hearing friends are able to communicate with them in one form of sign language or another. A very small group of students indicated that they did not have any hearing friends.

Use of Technical Aids

In reporting the use of technical aids at home and at school (**Figures 11.7 and 11.8**), Telephone Devices for the Deaf (TDDs), captioned television decoders and the Bell Relay System were the most widely used devices. Quite high percentages of students reported using other technical devices, other telephone amplification, FM Equipment, specially adapted A V Equipment , and hearing-aid testing equipment.

The significant finding in these results is that in all categories provincial school students seem to be more familiar with and use technical devices more than do board students. There were significant variances (20%) in the use of television decoders at home and at school in favour of provincial students. In all other instances, provincial school students reported a five to ten percent greater degree of utilization of such devices, the only exception being a slight percentage increase of board students for other telephone amplification at home.

There was an expected edge in favour of secondary students in reporting use of all of these devices ranging from 3.0% for auditory training equipment to 17.0% for closed captioned television. All other categories fell between these parameters.

The students generally appeared to be very knowledgeable about all of these technical devices. Only 1.9% of students that they were not aware of captioned decoders for television, and 1.2% of TDD devices, and 6.3% unaware of the Bell Relay System.

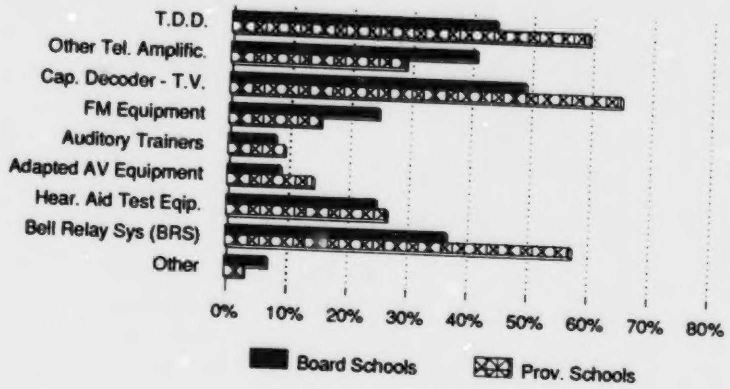
Parents

Communication Methods

When parents were asked how they communicated with their children at home, the response was generally confusing for a number of reasons. First, the respondents were invited to check more than one method if they felt it was applicable and it is also evident from the pattern of response that many, if not most, parents do not understand the technical jargon associated with the communication methodologies. Certain trends, however, are clearly evident. Seventy-eight point three percent of all parents responded using

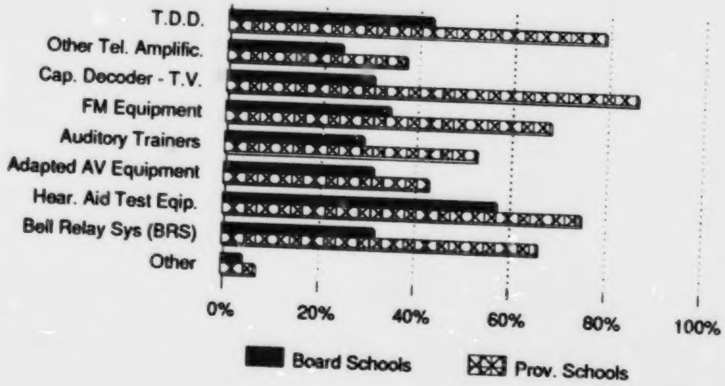
11.7 Technical Aids - Home

Students Reporting Use of Technical Aids at Home



11.8 Technical Aids - School

Students Reporting Use of Technical Aids at School



oral methods at home and, 51.2% responded using auditory-verbal methodology. It would appear that many parents do not distinguish between these two terms.

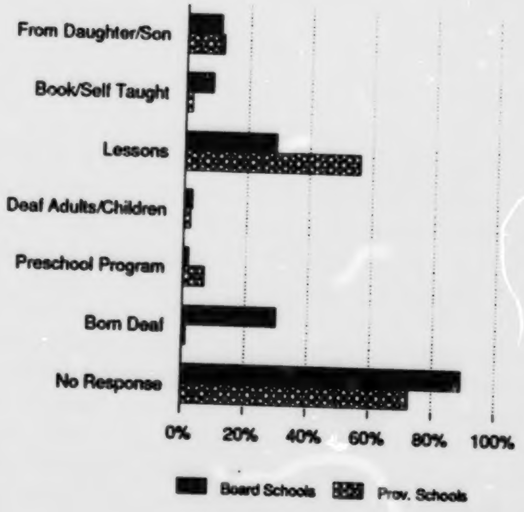
Twelve point six percent reported using cued speech, 37.1% signed English, 22.5% signing exact English and 16.7% American Sign Language. It would seem clear that the majority of parents use oral methodologies when communicating, but many, at the same time, use combined forms of manually congruent English appropriate to the provincial school that children attend.

Signing Skills

The majority of parents, more than 60.0%, declined to rate their skills in any of these communication areas. One might speculate that they either did not feel able to do so or, in spite of the promised anonymity of the questionnaires, did not choose to make such information anyone else's business. The pattern of sign language usage was higher in provincial school parent responses. They too reported a high frequency of oral communication (77.4% and auditory verbal, 48.8%). In retrospect, the question might have been far better worded in simpler terms, noting much clearer choices between speaking only, speaking and signing, and signing only.

11.9 Parents Signing Skills

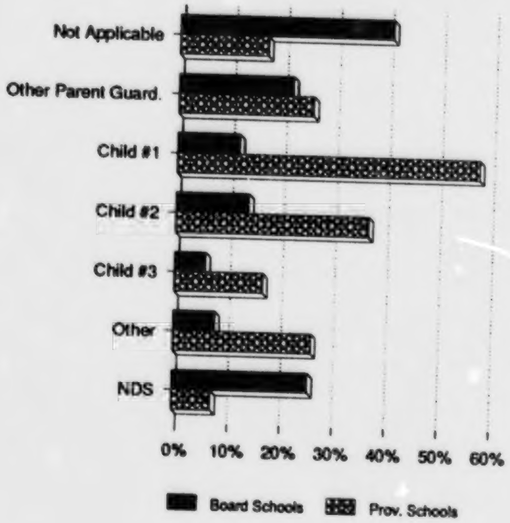
How did you learn the sign system or language you are most fluent in?



There were some significant differences in parents' answers indicating how they learned to sign with their child (**Figure 11.9**). Of the 320 parents reporting some expertise in sign language, the largest group reported learning through formal lessons. Considerably more of the provincial school parents learned in this manner. The next largest groups were taught by their children or self taught. Small numbers indicated that they learned from deaf adults, from the preschool program, or were born deaf.

11.10 Family Signing Skills

Do other family members sign?



Of the same number of respondents, 30.1% indicated that there were no other members of their family who signed, 38.8% indicated that their spouse signed and 39.4% indicated that at least one of their other children signed (**Figure 10.10**). Twelve point four percent reported that other family members, grandparents, aunts, uncles and friends also signed.

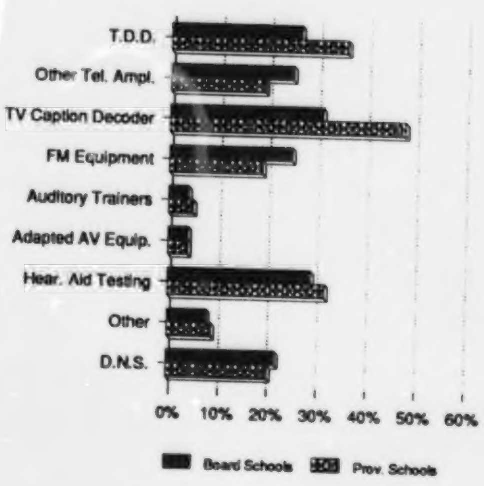
Of this same number of respondents, 46.5% indicated that they had had help from their provincial school or board program in acquiring sign language skills. This number was much higher in provincial schools 55.2% than in board programs, 38.6%; 29.7% indicated that there had been no need for help, indicating either they already knew how to sign prior to contact with their school program or that their children were in oral programs and therefore there was no need for signing skills in the family.

Technical Aids

The correlation of parent responses to student responses regarding technical devices in the home was somewhat at variance, parents generally reporting less availability of technical devices than did students. **Figure 11.11** details the parent responses to a question concerning the availability of technical devices. Between 25% and 35% of the sample reported having a TDD, a captioned television decoder, other telephone amplification devices, F.M. equipment, and hearing-aid testing equipment. Provincial school parents reported a higher availability of these devices.

11.11 Technical Aids at Home

Do you have any of the following technical devices in your home?

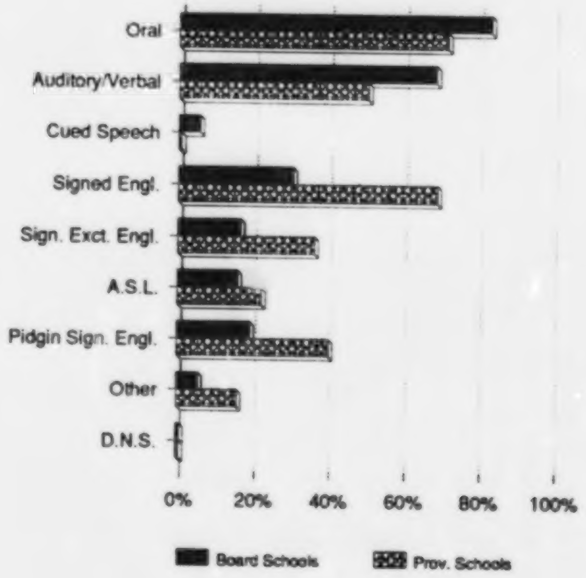


Educators

Educators indicated a variety of communication skills and familiarity with more than one communication system (**Figure 11.12**). Many teachers have taught over a period of years during emerging communication methodologies and thus have a broad spectrum of experience and skills. Almost all of the 300 respondents indicated proficiency in the oral method, and large groups in Signed English and auditory/verbal. Smaller groups reported using American Sign Language, Signing Exact English, pidgin signed English, Cued Speech, and other methods. The numbers of teachers claiming sign language proficiency in provincial schools was somewhat higher than in board programs and somewhat lower in oral and auditory verbal methodologies, but not significantly different. There were large numbers of provincial school teachers with oral experience, significant numbers of board staff with sign language experience.

Signing Skills

When indicating where they had acquired their sign language competency, the responses totalled much more than a 100.0% indicating a variety of sources, initial training and further proficiency development. Thirty-four percent of teachers reported that they had had their initial sign language training at the Teacher Education Centre, Belleville, 8.3% in other teacher education programs, 61.7% in in-service professional development courses in their schools, 17.0% at community college and university, 13.7% through the Canadian Hearing Society, 29.7% through the deaf community, 23.0% from family and friends and a significant number from students, and colleagues. Board teachers derived their training more from community college programs, the Canadian Hearing Society, students and colleagues than did provincial school teachers, probably because of geographically widespread locations. Provincial school teachers reported a very high rate



11.12 Teaching Communication
Which of the following languages/
communication systems do you use?

of in-service professional development courses in their schools, (85.3%) and more contact with the deaf community.

Communication Training

83.7% of teachers reported that their school board or provincial school provided ongoing communication and in-service training in communication skills development; 76.1% of the respondents indicated they had attended these sessions within the past two years. The numbers again were much higher in provincial schools, 100.0% reporting sign language training programs and 95.5% reporting attendance.

Forty-two percent of all teachers indicate that they have taken ASL courses and rated the deaf instructors in these courses somewhat higher than hearing instructors but not significantly so (62.0% rated deaf instructors as very skilled or somewhat skilled; the comparable response for hearing instructors was 55.0%).

Evaluation of Communication Skills

There were significant differences in programs reporting the practice of regularly evaluating communication skills. 91.7% of provincial school teachers indicated that they were evaluated regularly as compared to 24.0% of board teachers who use manual communication in their programs. The type of evaluation was reported to be predominantly formal as opposed to informal. The evaluation is generally conducted by a sign language committee, instructor or consultant (75.2%), less frequently by the principal or program director or other board personnel.

Seventy-three point three percent of all teachers felt that the evaluation process was a fair measure of their ability to communicate in sign language.

CHAPTER 12

Educational Support Staff

Interpreters

Program Responses

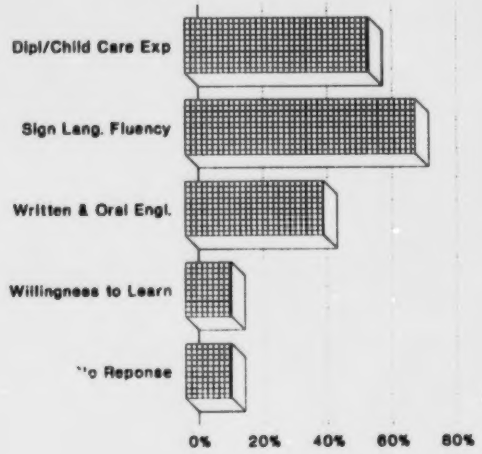
Seven boards reported employing educational interpreters, staff specifically hired to interpret, either orally or manually, for students or staff. Provincial schools did not report employing any educational interpreters. Two boards reported employing one interpreter, three employed two interpreters, one five interpreters and one six. This would indicate that nineteen persons are employed with boards participating in this review.

When asked to list the criteria considered in hiring interpreters, university or college diploma in interpretation, and child care worker's background or equivalent were most often cited (71.4%), practical experience and fluency in sign language, manual English and ASL was second (57.1%), ability in oral and written English third (42.9%), and willingness to learn about deaf culture and hearing impairment fourth (see **Figure 12.1**).

All seven boards reported using their interpreters in the classrooms for individual interpreting, for assemblies, and as tutors for individual students; six used their educational interpreters for group interpretation for students, five at parent teacher interviews, two at staff meetings and one board listed other unspecified activities.

Student Responses

When asked if they needed an educational interpreter, 39.4% of all students responded affirmatively for a manual interpreter, 17.0% for an oral interpreter. Requests for oral interpreters were much higher in board programs,



12.1 Hiring Interpreters
If applicable, what are the criteria
you consider in hiring interpreters

for manual interpreters somewhat higher in provincial schools than boards, but quite high in both (43.3% in provincial schools, 34.4% in board programs). When asked whether such interpreters were available, 48.1% of students responded yes, 29.0% no and 21.1% indicated that they did not know. 53.6% of provincial school students answered yes to this question, 40.8% answered no. These answers from provincial school students clearly indicate that they are not aware of the distinction between professionally employed interpreters and the teachers, residence counsellors, teachers aides and other staff who mediate in communication interaction in various situations since, as mentioned earlier, provincial schools do not employ any interpreters. Students reported a much higher use of interpreting services in large events, assemblies and in integrated settings than in regular classroom or tutorial roles.

There was a very low response to the question as to whether students had had any formal training in making use of an educational interpreter; only 13.2% responded that they had, 8.4% in school boards and 17.0% in provincial schools.

Educators Responses

As **Figure 12.2** shows, 42% of the educators questioned about the use of interpreters in their programs indicated that these persons were available (slightly higher availability in provincial schools than in board programs).

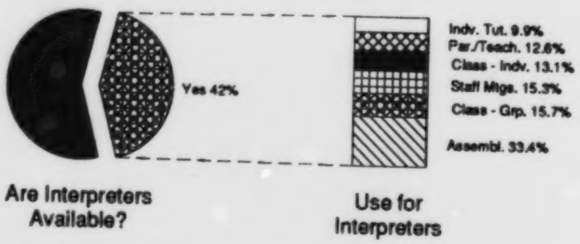
Use of interpreters was reported most frequently for assemblies(**Figure 12.2**). Interpreting for groups in the classroom, staff meetings, individuals in the classroom, and parent teacher interviews, and acting as a tutor for individual students were other duties also mentioned.

52.2% of teachers indicated that they do have enough educational interpreters to meet the needs of their programs. This number was higher in board programs (60.0%) than in provincial school programs (50.0%).

When asked to comment on the need for educational interpreters in school settings, 68.9% of teachers did not respond. Of the 31.0% who did answer, conflicting views were expressed. 40.4% responded that there were not enough interpreters in classes while 10.8% disagreed and felt that teachers were sufficiently skilled to act in interpreting situations. Smaller percentages indicated specific uses for educational interpreters such as field trips, assemblies, assisting gifted deaf students in fully integrated settings, but showed little support for the educational interpreter in a classroom in support of a teacher of the deaf.

Residence Counsellor Responses

Residence Counsellor responses to interpreter questions were mixed. While more than half (33) indicated a need for professional interpreters in their school programs, only five thought they needed an interpreter for interaction with colleagues and only one to communicate more effectively



12.2 Interpreters
Responses from Educators

with students. They reported that interpreters were generally available for professional development activities and strongly supported the need to establish an accreditation system and role for educational interpreters in school.

Parent Responses

Only 30.0% of parents indicated that educational interpreters were available for their children in their school programs. Again, there was a higher percentage in provincial schools than in school boards, indicating again a general lack of knowledge about the distinction between professional interpreters and other education staff.

Quite a high percentage of parents indicated that they felt there was a role for educational interpreters in specific program situations. 64.8% parents felt that educational interpreters should be used to support individual deaf students in regular school programs at the elementary level, while 43.8% felt there was also a need in segregated classes for hearing-impaired students at the elementary level. The percentage responses at the secondary level were quite similar, 60.9% for integrated settings, 37.4% for segregated settings. 24.9% of parents expressed the need of interpreters in extracurricular special events only. There was very little difference in the reported responses of board parents and provincial school parents in any of these categories.

When asked whether they felt that their child needed and educational interpreter, 31.1% respondents indicated they thought an oral interpreter was necessary, 32.0% that a signing/manual interpreter was required. The balance of choice in these areas was for oral interpreters in board programs and for manual interpreters in provincial school programs. Significant numbers of parents (36.0% of board parents and 47.0% of provincial school parents) did not score on this question.

There was, however, a very high response and consensus in stating that there ought to be qualification requirements and registration for educational interpreters in Ontario. Almost 70.0% of respondents replied yes while only 3.9% felt that registration was unnecessary. 18.6% indicated that they did not have an opinion. The expression of the need for professional interpreters was somewhat higher in provincial schools (72.9%) as compared to board parents (66.1%).

Classroom Assistants

Program Responses

A much greater use of classroom assistants than interpreters was reported in all programs under review. A total of twenty aides were reported to be employed at the preschool level, three in provincial school programs; thirty-eight aides at the elementary level of whom ten were in provincial schools, and twenty aides at the secondary level of whom three were in provincial schools.

When asked to list the qualifications, skills and attributes that were required of teacher aides in the various programs for hearing-impaired students, the following were listed: 75.0% of respondents required community college diploma or university degrees in child care development, special education or early childhood education; 68.0% looked for good interpersonal skills with students and staff; 62.0% required fluency in sign language, signed English or willingness to learn total communication skills.

CHAPTER 13

Orientation to Postsecondary Programs

Administrators

Responses were received from the three provincial schools and from all thirteen board programs. Eleven boards reported having secondary classes and that they did provide students and families with information on postsecondary opportunities for the deaf. **Figure 13.1** shows the awareness of specific postsecondary programs.

It would appear that the guidance services in the provincial schools are more aware of the traditional postsecondary options for deaf students, while those in boards appear to be more aware of other opportunities. All schools seem to be aware of the opportunities in the Ontario community college system.

Parents

The number of parents who did not respond to the question (51%) is, in itself, an indication they may not be well informed. It is understandable that postsecondary planning may not be a primary concern of preschool and elementary parents; however, 45.2% secondary parents failed to respond and a significant number of responses received (53%) seemed also to be inappropriate or erroneous. Eighty-three parents (54 in board programs) indicated that they did not know of postsecondary opportunities for their child. This left 201 parents who reported some knowledge of postsecondary opportunities. However, these parents indicated an awareness, there is no indication of the depth of their knowledge. These statistics are surprising when compared to a previous question which indicated that 48.6% of parents hoped their child would go on to postsecondary education.

13.1 Post-Secondary Awareness by Administrators

	Provincial Schools	Boards
Gallaudet College	3	7
Madonna College	3	4
George Brown College	3	7
University of Alberta	0	1
Apprenticeship	1	0
Red River College	0	1
National Institute for the Deaf[1]	0	1

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[1] Not availabe to Canadian students until 1990.

When asked whether they felt their school had informed them of postsecondary options, 38.6% of provincial school secondary parents felt they had been informed; in board programs, 32.4% of parents reported being informed. The responses appear to indicate that parents both want and need much more information on postsecondary options for deaf students.

Students

The data collected on the student questionnaires was of limited value since the question focused on the programs students might attend, rather than those of which they were aware.

From valid student responses, it would seem that a similar percentage of both provincial school and board students plan to attend university. The board students are more likely to want to attend Ontario Universities, while provincial school students are more likely to seek admission to Gallaudet University. Board students are also more likely to want to attend community college, while a larger percentage of provincial school students plan to enter the work force directly. This data should be interpreted cautiously; however, due to the fact that in both kinds of programs, over 40% of the students were still not sure of their intentions.

In terms of support required for postsecondary education, board students were most concerned with interpreters and oral support services (31.7%) and notetakers (22%). Students in provincial schools who were more likely aspiring to specialized programs rated Vocational Rehabilitation Services (18.5%) and interpreters and support services (15.4%) as most important to them. Less than 1% specifically mentioned ASL, although manual support may be assumed for some students under the global heading of "support services".

Graduate Follow-up

One source of data on awareness of postsecondary options is the follow-up studies on graduates. It can be assumed that students are aware of options that they have consistently made use of. It has been customary for provincial schools to keep a five year follow-up on all graduates. **Figure 13.2** shows the destination of graduates of provincial schools for the period of 1985 to 1989. Two of the board programs did not have a secondary component while five other boards have not existed long enough to produce graduates. Further, in board programs, it is not common to keep statistics on sub-groups of their populations; therefore, no board statistics have been included, at this time. If a more longitudinal study is commissioned, this would be worthy of exploration.

13.2 **Provincial Schools Graduate Summary**

Year/School		# of Grads	Univ.	CAAT	To Empl.	Seeking Empl.	Sheltered Empl.	Other
1989	ECD	39	13	1	12	2	6	5
	RSL	17	8	0	4	4	1	0
	SJW	33	2	5	4	3	0	19*
1988	ECD	20	4	3	4	6	1	2
	RSL	9	2	0	4	1	2	0
	SJW	33	8	2	1	3	4	15*
1987	ECD	24	8	4	10	1	0	0
	RSL	13	2	3	4	1	1	2
	SJW	15	4	4	3	4	0	0
1986	ECD	40	10	9	13	0	0	8*
	RSL	14	8	1	3	1	0	1
	SJW	27	2	5	0	12	1	7*
1985	ECD	30	10	2	10	5	3	0
	RSL	10	5	1	1	3	0	0
	SJW	15	3	2	1	4	1	3

* The large number of "Other" are the result of graduates returning for an additional academic year or Bridging to Employment Programs.

EDC - E. C. Drury RSL - Robarts; SJW - Sir James Whitney

CHAPTER 14

Conclusions and Recommendations

The Early Years

Most hearing children start their journey to becoming educated and socialized human beings on the day they are born. Soon after birth they begin to internalize and make sense of their auditory environment, and acquire language at a rate that surpasses most of their learning efforts later in life. Typically a twelve-month-old child has already begun to understand and respond appropriately to a wide array of language interactions, and by twenty-four months has acquired a solid foundation of functional expressive language. In the next three years, by dint of constant experimentation and practice, the child develops to a remarkable degree of accuracy and complexity the native language of his/her environment and enters school with the essential foundation for future learning already firmly established.

Contrast this to the all-to-common experience of the deaf or hard-of-hearing child. Typically the hearing loss is not diagnosed until late in the first year of life, and often well into the second year. The child with some measure of useful residual hearing may take longer to diagnose since apparent responsiveness to some environmental sounds belies the existence of deafness. The majority of deaf children are born into hearing families who, in most instances, have had no prior experience of deafness. It may take parents months to come to terms with the realities of the special needs of their different child. Parents typically experience the various stages of the grieving process, disbelief, anger, false hope, guilt, finally acceptance, before they can make a meaningful start on comprehending their new and special responsibilities as parents of a deaf child.

The barrier that deafness imposes to the normal process of language acquisition is perhaps the most difficult to understand. The hearing child does it with no apparent effort or any conscious teaching activities on the part of parents or family and begins to talk as a normal and almost unnoticed milestone. By contrast, a deaf child requires much greater support from parents and family members, who at this stage usually have no experience with deafness and are often receiving conflicting advice couched in unfamiliar terms.

Most deaf children in Ontario will be in some kind of program for deaf and hard-of-hearing children by age two or three but geographic, demographic or purely chance factors will dictate a wide discrepancy in the frequency and intensity of the program they and their families receive. And it may not be the program best suited to their needs, since no one can definitively know what these needs are. There is not now, nor has there ever been, a consensus among professionals purportedly knowledgeable about deafness on the most facilitating education for deaf children. Goals differ, cultures clash and propinquity and philosophical positions more often determine the placement of a deaf child in a program than a rational, dispassionate evaluation of needs and potentiality.

All this happens after the child has already lost at least two virtually irreplaceable years of language learning experience which even the most habilitating program will have difficulty replicating. The deaf child today who arrives in school at age five with the language facility of a three-year-old hearing child is the exception rather than the rule.

The exception to the foregoing is the deaf child of deaf parents. In this family deafness is normal. The child is born into a visible language environment, not especially contrived, but the natural interactive milieu of parents, siblings hearing and deaf, and family friends, most of whom will be themselves deaf, and an extended family who at least will be familiar with, if not skilled, in the language and culture of deafness.

Research has demonstrated that the deaf child of deaf parents acquires native language at at least the same rate as the hearing child of hearing parents, if not faster because of the grosser movements of sign as compared to speech. The deaf child of deaf parents typically has a considerable advantage over the deaf child of hearing parents in language and knowledge acquisition which translates in school into higher academic achievement, even in the majority language, and no reported detrimental effect on speech acquisition. These research findings, well known for many years, lend impetus to the movement for a greater, if not a majority, role for deaf adults in education of the deaf. However, this ignores the reality that the majority stakeholders in deaf education are the children in the programs and their parents.

Somewhat more than 90% of parents of children currently enrolled in Ontario programs for the Deaf and hard-of-hearing are hearing, and their experience and aspirations are those described earlier, rather than those of the adult deaf community. To them it is frightening and an affront to suggest that they are in some way unfit or unable as parents because they can hear, and that their language and culture are not their child's birthright.

These sentiments were strongly expressed in the parents' survey and in many submissions to the review teams and the Ministry. It is an unchallenged tenet in our society that parents are the principal arbiters of their children's upbringing and education. For this reason, while many parents and educators recognize and accept the advantages of a visible language over an aural language as a medium of learning for deaf children, attempts have been made to translate the majority language, English, into visible sign systems such as Signed English, and Signing Exact English, rather than using American Sign Language, a separate and discrete language, not as readily available to or as easily learned by hearing persons.

The School Years

The deaf child entering school is often considerably behind his/her hearing counterparts. To catch up, a lot of special attention is needed to overcome the barriers deafness imposes, special teachers with additional training and skills beyond the experience of the regular teacher, smaller classes and much more individual attention than the regular classroom affords.

If residual hearing and speech are to be utilized and developed in auditory-oral modalities, quality amplification must be constantly maintained in acoustically acceptable surroundings, mediation and additional tutoring, perhaps oral interpretation in some environments, to enhance understanding and opportunity to learn provided. If the emphasis is on visual learning, sign communication of whatever kind must be competent and as far as possible, complete. Technical aids such as TDDs, decoders, visual alarms and specially adapted and produced computer technologies, all equally necessary for oral students, must be available in school and at home. An array of specially trained support personnel, psychologists, speech and language pathologists, interpreters, psychiatrists, possibly residence counsellors and others, and all the services that are available to hearing students but not necessarily available to deaf children because of communication barriers and lack of understanding of the effects of deafness, are needed.

Transition From School

Because the child who is deaf starts considerably behind most others on the educational journey and, even with the best support services, does not have the full array of learning experiences available to the community at large, it must be expected that education may take longer. Thirteen, fourteen or fifteen years of full-time schooling should be the general norm for deaf and hard-of-hearing students rather than the customary twelve years of schooling available for hearing students. In addition, there must be support for more formal bridges to postsecondary education, employment training, and support services in community college, university and in employment to ensure continued learning and equality of opportunity for the deaf individual. Some of these bridges and support services are the responsibility of the Ministry of Education, others the responsibility of other agencies. They must be coordinated and ongoing to maximize the available opportunities.

Recommendations

The Internal Review recommendations, therefore, fall into three categories: those which enhance and improve preschool opportunities for deaf and hard-of-hearing children to place them on a more equal footing with their hearing peers at the beginning of their school life, those that improve the quality of the school experience itself, and those which link schooling more effectively with postsecondary learning and working opportunities so that the gains made in school are not lost in the transition to other areas of endeavor.

The Internal Review Team recommends that:

Preschool, Parent and Family Services

1. The scope of the provincial review be extended to investigate and evaluate the availability and quality of all preschool services available to parents throughout Ontario with particular emphasis in northern areas of the province.
2. Increased staffing and funding levels be provided to ensure that recently developed services to parents and family members are continued and expanded.
3. Funding mechanisms for board programs be reviewed to ensure that any disincentives to providing programs for children younger than two years old are removed.
4. Increased efforts to promote information dissemination throughout the province be undertaken to ensure parents are acquainted with the spectrum of services available to them.
5. Continued support and acceleration of professional development be undertaken in the area of preschool, and family services, including workshops, weekend seminars, summer camps, etc., for staff, parents and administrators.
6. More intensive courses for preschool educators of deaf and hard-of-hearing children be established either as additional qualification courses or as electives in the preservice Teacher Education Program.
7. Parent support services presently available to preschool parents be extended into the early school years.

8. The Ministries of Education, Health and Community and Social Services explore mechanisms for establishing greater coordination between existing preschool and family service programs, clinics, hospital, board and provincial schools, to ensure a much greater consistency of service levels, appropriate communication modes, and opportunities.

Identification, Placement and Review

9. Greater efforts be made to ensure that parents are fully informed of program options, methodologies and the IPRC process itself prior to initial IPRC meetings.
10. Procedures be established to monitor the qualitative dimensions of the IPRC process.
11. All boards with pupils enrolled in provincial schools be required to ensure that annual IPRC reviews are held with the participation of provincial school personnel.

Training and Certification of Teachers

12. Teacher training for deaf education be transferred to a Faculty or Faculties of Education
13. Support services be instituted to enable hearing-impaired candidates to undertake programs leading to the Ontario Teaching Certificate.
14. Affirmative Action Programs be instituted to encourage hearing-impaired applicants to take both regular teacher training, Specialist Education of the Deaf teacher training, and additional postqualification courses in order to establish their qualifications on the same basis as hearing teachers of the deaf.
15. The Ministry of Education, in cooperation with boards of education, explore innovative models which use deaf staff members more effectively.
16. The Ministry of Education and boards continue to fund teachers to attend courses to upgrade their skills in signing systems and ASL.
17. The Ministry of Education, in cooperation with school boards, establish teacher standards in sign competence in total communication and manual programs.

18. The Ministry of Education establish mechanisms whereby present holders of Permanent Letters of Standing to teach the deaf can upgrade their qualifications to meet the requirements of the Ontario Teacher's Certificate.

19. All teachers of the deaf practising in Ontario be supervised and evaluated by personnel with qualifications and experience in education of the deaf.

Program Evaluation

20. A joint committee of board and provincial school personnel, including both teachers of the deaf and speech/language pathologists, be established to design appropriate instrumentation to assess the semantic and pragmatic aspects of language in both the receptive and expressive forms for pupil diagnostic and prescriptive purposes.

21. A systematic, ongoing collection of appropriate academic and social data, at appropriate intervals, be conducted on a province-wide basis for all identified hearing-impaired students in board and provincial school programs for comparative and program evaluation purposes.

Policy Development and Advisory Committees

22. Procedures be developed to improve the level of parental involvement and participation in decision-making regarding their child's overall programs. This is a particular concern in provincial schools but should also receive attention in school board programs.

23. School boards be encouraged to establish Advisory Committees on deaf education, analogous to the Superintendent's Advisory Committees in provincial schools, such committees to liaise with existing Special Education Advisory Committees, and include individuals with appropriate knowledge and expertise in deafness and deaf education.

24. All programs be required to clearly articulate their communication policies and such policies to be reviewed on an ongoing basis.

25. A provincial review be conducted of Section 24 (grant-in-lieu) funding, such a review to be a cooperative venture with Ministry representation and school board personnel.

26. Families of recently ascertained hearing-impaired children should be provided, as expeditiously as possible, with comprehensive information on hearing impairment including an unbiased explanation of alternate communication options and opportunities for their child's education. Further discussion and closure is required as to who may best develop and present this unbiased information to families in crisis.

Communication Methodologies

It should be noted that there was a high level of satisfaction reported in parent and student questionnaires for the existing communication practices, oral and total communication, in all programs of this survey. The following recommendations, therefore, are not designed to promote wholesale changes at this time but rather to expand and improve existing services.

27. The Ministry of Education support further research and initiate a pilot project to determine the feasibility of using ASL as a language of instruction and its place vis-a-vis other communication sign systems and the majority language.

28. American Sign Language be recognized as a Heritage Language in Ontario.

29. American Sign Language be offered for study as a credit in high school programs, for deaf and hearing students throughout the province where desired.

30. Increased learning opportunities for staff and parents be provided in ASL acquisition and various aspects of deaf culture.

31. Faculties of Education be encouraged to establish additional qualification courses in Manually Coded English, auditory-verbal teaching, and ASL.

32. More thorough explanations and information be provided in school and program communication statements regarding the philosophy and use of Communication Systems in programs operated by their facility.

Educational Support Staff

33. The Ministry of Education, in cooperation with other interested parties, develop standards for the certification of educational interpreters.

34. The Ministry of Education, in cooperation with other interested parties, develop policies and directives regarding the role and employment of educational interpreters in school programs.

35. Educational interpreters be funded on the same basis as other educational support staff under grants-in-lieu funding where their employment is deemed to be appropriate.

Orientation to Postsecondary Programming

36. The Ministry of Education, in conjunction with the Ministry of Colleges and Universities, develop better information packaging and guidance regarding postsecondary programs and opportunities and a distribution mechanism for such information to parents and secondary students.

37. Boards with programs at the secondary level for hearing-impaired students develop postgraduate tracking systems of at least five years duration to better assess the outcomes of their programs.

38. Provincial schools and board programs intensify their efforts in developing co-operative education, bridging, vocational rehabilitation and other support mechanisms to assist their graduates into postsecondary education, technical training and employment.

| APPENDIX

Composition of Review Committees

Internal Committee

Mr. R. A. Wollaston (Chair)
Coordinator of Provincial Schools
Ministry of Education;

Mr. G. Buller
Superintendent
The Sir James Whitney School
Ministry of Education;

Mr. L. Moir
Program Director
The Robarts School
Ministry of Education;

Mr. R. W. Hall
Teacher
The Ernest C. Drury School
Ministry of Education;

Mrs. M. Lamont
Supervisor, Hearing-Impaired Programs
Metropolitan Toronto Roman Catholic Separate School Board;

Mrs. D. Dewar
Co-ordinator
Special Education (Communications)
The Metropolitan Toronto School Board;

Dr. M. Lisk
Policy Analyst
Office for Disabled Persons
Government of Ontario;

Support persons to the internal team included Ms. D. Giamberardino, Research Officer, Ministry of Education, Ms. J. De Geer-Logeman and Ms. D. M. Martin Clerical Support, Ministry of Education.

External Committee

Dr. G. Bunch
Associate Professor
The Faculty of Education at York University
Toronto;

Dr. R. Rosen
Dean of Continuing Education
Gallaudet University
Washington, D.C.

Mr. J. McLaughlin
Principal
Alberta School for the Deaf
Edmonton, Alberta;

Dr. C. Musselman
Associate Professor in Special Education
Ontario Institute for Studies in Education
Toronto;

Mr. D. Rutledge,
Recently retired Associate Director
The Toronto Board of Education;

Dr. M. Rodda
Director
Western Canadian Centre of
Specialization in Deafness
Department of Educational Psychology
University of Alberta;

Dr. R. Stoker
Director
The Central Institute for the Deaf
St. Louis Missouri

Dr. Rosen, Dr. Stoker and Mr. McLaughlin are deaf.

A Language for Learning

External Committee Report

| Introduction

Review Process, Organization of this Report, General Comments, Obstacles to Education of Deaf and Hard-of-Hearing Individuals

Background

This review of the educational opportunities available to deaf and hard-of-hearing students in Ontario was established as a result of a unanimous resolution of the Provincial Legislature, and has been conducted using a co-operative review model. This model provides for an Internal Committee and an External Committee. The Internal Committee is made up of officials and expert educators from within the Ministry of Education and local school boards, who report on the operations of their own programs. The External Committee is made up of independent observers employed by the Ministry of Education on the basis of their expert knowledge and experience in the field of education of deaf and hard-of-hearing persons and educational theory and practice. This is the report of the External Committee.

Committee

The members of the External Committee are:

Dr. Gary Bunch,
Faculty of Education, York University;

Joseph McLaughlin,
Principal, Alberta School for the Deaf;

Dr. Carol Musselman,
Department of Special Education,
Ontario Institute for Studies in Education;

Dr. Michael Rodda,
Department of Educational Psychology,
University of Alberta;

Dr. Roslyn Rosen,
Dean of Continuing Education,
Gallaudet University, Washington, D.C.;

Dr. Richard Stoker, Director,
The Central Institute for the Deaf, St. Louis, Missouri; and

the Chair, Donald Rutledge, formerly Associate Director,
Toronto Board of Education.

Review Process

The External Committee was required to visit the institutions and schools under review, conduct public meetings, interview officials and observe classroom practices, and make recommendations on the basis of their observations. The Committee also consulted with the Advisory Committee[1] appointed by the Ministry of Education, with the Internal Committee, and with the committees examining post-secondary educational opportunities for deaf and hard-of-hearing children. Another team is examining French-language services for deaf and hard-of-hearing students. While the final report of the External Committee may take into consideration the views expressed by these various groups -- and this report does -- it is intended to contain our independent and objective observations and conclusions concerning the issues we investigated.

The External Committee or some of its members visited 13 school boards, and all three provincial schools. We observed classes in 60 schools, conducted 11 public meetings, and received over 130 submissions -- written, spoken, and signed -- from individuals, groups, and organizations ranging from professional educators to deaf and hard-of-hearing students. The written submissions to the External Committee have been preserved and can be inspected at The Ministry of Education. In addition, a questionnaire was developed in co-operation with the Advisory Committee to examine the attitudes and opinions of graduates of various education programs for deaf and hard-of-hearing individuals in Ontario. The responses to the questionnaire are summarized in Appendix B.

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[1] The Advisory Committee consists of representatives of various groups and service organizations providing service to Deaf and hard-of-hearing individuals and their families.

The review conducted by the External Committee was limited in a number of respects: we investigated only English-language services; services available for profoundly deaf or hard-of-hearing students, as defined by a hearing loss of 70 decibels or more;[2] and programs only to the end of secondary school. Similar reviews are being conducted independently of French-language programs, and of post-secondary educational opportunities for deaf and hard-of-hearing students. In effect, this report deals with English-language programs and services available to children with severe and profound hearing losses -- and their families -- from the age of diagnosis to the end of secondary school.

The term we have used throughout this report to identify those children is deaf and hard-of-hearing. That term is intended to indicate both children whose hearing is so limited that the principal means by which they obtain information is visual, as well as those who have sufficient residual hearing to obtain information by aural means. Where certain comments are applicable to one group but not the other, the appropriate terms -- deaf or hard-of-hearing -- have been used.

Within those parameters our terms of reference, which are reproduced in full in Appendix A, provided for a very exhaustive study of all aspects of educational services for deaf and hard-of-hearing students and their families, including levels of achievement, teaching methods, diagnostic and placement programs, the effectiveness of integration programs, teacher training, the use of American Sign Language (ASL) in classrooms and the provision of pre-school, parent and family services. The recommendations we have made in this report are the result of that study.

Organization of this report

The terms of reference for the External Committee are extremely broad, and call for recommendations in a number of disparate fields. We found it useful to group our recommendations in sections in which we perceived a common theme. For example, the provision of pre-school and family services, social and cultural development opportunities and the availability and effectiveness of interpreters are all inter-connected, and the recommendations concerning these areas have been grouped together in Section IV of this report.

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[2] This level of hearing loss is required for Ministry of Education special education grants.

The report is thus organized in the following manner:

Section I deals with the academic competence achieved by deaf and hard-of-hearing students, the effectiveness of current teaching methods, and the communication systems used in classrooms, including the use of American Sign Language (ASL) as a language of instruction.

Section II deals with the method by which deaf and hard-of-hearing children are identified and placed in appropriate programs, and the effectiveness of classroom integration policies, which are now being widely followed by local school boards.

Section III deals with training and certification programs for teachers of deaf and hard-of-hearing students, and impediments to the employment of teachers who are themselves deaf or hard-of-hearing in school, school board, and other programs.

Section IV deals with pre-school and family services, social and cultural development, and the availability and role of interpreters.

Section V deals with policy development in the field of education of deaf and hard-of-hearing students.

Section VI deals with an issue the External Committee felt compelled to comment on which is not specifically included in the terms of reference: the role and management of the provincial schools for the Deaf. Some additional recommendations are made in this section concerning relationships between the various agencies serving deaf and hard-of-hearing individuals in Ontario.

General comments and observations

I've sat in on countless sessions, with my son, and marvelled at their (teacher's and other staff's) tact and patience in working with a little boy who was not always agreeable to the process. Their skill is clearly illustrated by the profound impact they've had on his language abilities. He's gone from a child who'd play in a room full of children, seemingly oblivious to their existence, to a boy who, as he walks down his school hallway, has various children of all ages sing out his name in greeting.

Letter to the External Committee from
Ms Vivian Mahoney, Orleans, Ontario.

Overall, the External Committee was impressed by the range and quality of educational options available in many parts of the province. The skill and commitment of teachers and administrators were noteworthy, as was the existence of innovative and imaginative programs for deaf and hard-of-hearing students. We came away with a sense that all of the people we met

-- despite differing and vehemently-held views on the needs of the students and the best ways of meeting those needs -- were sincerely dedicated to the cause of improving educational opportunities and services. Our observations and recommendations should not be regarded as criticisms of the present facilities, programs and personnel involved in deaf education in Ontario. They are certainly not intended in that way, except to the extent that constructive criticism precedes improvement.

However, despite the efforts of skilled and dedicated individuals, most deaf and hard-of-hearing students do not do very well in school. That general statement must of course be qualified: the range of achievement in the deaf population is very great; some do very well indeed. But most do not, in Ontario and in every other jurisdiction where studies have been conducted.

Material prepared by the Internal Committee[3] indicates that deaf and hard-of-hearing students in Ontario do no worse -- and in some cases slightly better -- than similar students in other areas. But they do much worse than hearing students. It is clear that deaf and hard-of-hearing students in Ontario and elsewhere have general low levels of achievement in literacy, English language comprehension and skills, and general educational [4]attainment. There is some evidence[5] pointing to an improvement in reading comprehension among deaf and hard-of-hearing students in recent decades, and this is a hopeful sign. Despite this, on average deaf and hard-of-hearing children do not do well in school in comparison with their hearing cohorts, and because of that do not achieve their full potential, either in school or in later life.

We do not believe this is an inevitable outcome. Indeed, the entire purpose of this evaluation exercise is to alter that outcome. And we do not believe relatively low test scores and lower levels of attainment represent a failure on the part of deaf and hard-of-hearing students so much as the failure of society's efforts to teach them. They are evidence, not of inadequacies in deaf and hard-of-hearing students, but of deficiencies in the arrangements, social and educational, we provide them. All of the recommendations we have made are directed at correcting these deficiencies.

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[3] See *Internal Review Report*.

[4] Donald F. Moores, *Educating the Deaf: Psychology Principles and Practices* (Boston, Mass.; Houghton Mifflin, 1982).

[5] Arthur N. Schildroth and Michael A. Karmer, *Deaf Children in America* (San Diego, California: College Hill, 1986).

However, we can not help noting that many of the recommendations made by the External Committee repeat those made in previous investigations of education for deaf and hard-of-hearing students. This observation will also be made by those groups acting as advocates for deaf and hard-of-hearing individuals, and it lends credence to their doubts about the sincerity of efforts to improve educational opportunities for their clients. That skepticism can only be laid to rest by the active implementation of the necessary corrective measures, and concrete improvements in our programs for deaf and hard-of-hearing students and their families.

Obstacles to Education

While acknowledging the efforts of dedicated teachers, and the exemplary success of some outstanding and innovative programs, the External Committee remains convinced that there are severe obstacles in the path of deaf people in Ontario -- obstacles which should be removed or diminished.

These obstacles can be seen as issues to be resolved, and we have tried to identify those we feel are most significant in the lives of deaf and hard-of-hearing citizens in this province.

1. **Undiagnosed and unnoticed children.** We are convinced that some cases of deafness are not detected early enough or, if diagnosed, not followed up on. This is especially true in thinly-populated parts of the province where services are hard to find. For example, the Canadian Hearing Society in the Thunder Bay Region offers many basic literacy classes for adult deaf persons who either did not attend school, or attended only briefly and unprofitably. Obviously these deaf adults were badly served by the school system.

   Almost incredibly, nobody knows how many deaf and hard of hearing people there are in Ontario. Because of mainstreaming and the absence of a standardized terminology, it is also almost impossible to find out how many deaf and hard-of-hearing students are attending school in Ontario. This seems to us symptomatic of the lack of coherent policies and concerted social effort by the various agencies involved in serving Ontario's deaf population.

2. **Lack of support services for integrated students.** Some mainstreamed or integrated students in the province are not adequately supported by interpreters and other necessary services such as those provided by audiologists, psychologists and guidance counsellors. The result for some students is a sharpened sense of isolation, and a squandering of opportunities for a richer and fuller life.

3. **Limited choices.** Many children are not offered the full range of options which should be available, such as a choice of modes of communication. This usually occurs for geographical or logistical reasons, but the result is still unsatisfactory. Many parents of deaf and hard-of-hearing children face unenviable choices: enrol their child in a local program they regard as unsuitable or send their child away from home to a residential program in a distant provincial school. Neither choice may be acceptable to the parents.

   In some parts of the province there are also inadequate opportunities for students to enter integrated classes.

4. **Limited achievement.** Average levels of achievement, while at least comparable to levels achieved by deaf and hard-of-hearing persons in many other jurisdictions, are still not close to levels of achievement in the general population. As a result career and employment opportunities are severely limited for these individuals.

5. **Lack of role models.** Students in Ontario schools will meet very few deaf and hard-of-hearing persons who can act as professional or vocational role models. There are deaf and hard-of-hearing doctors, lawyers, engineers, and professionals in other fields, but few of these exceptional individuals ever appear in programs for deaf and hard-of-hearing students. The lack of suitable role models means many deaf and hard-of-hearing students are not awakened to the range of possibilities available to them. In the absence of dramatic successes in affirmative action, there is little prospect of changing this situation.

6. **Underused provincial schools.** There is considerable confusion about the role of the provincial schools for the Deaf at Belleville, London and Milton. These schools have suffered dramatic declines in enrollment for a number of reasons, among them the popularity of "mainstreaming" and improvements in hearing aid technology which have allowed some children to function better in regular schools . As a result, facilities are underused, the opportunities for staff advancement are limited, and morale is difficult to maintain.

   This situation naturally raises questions about the part to be played by the provincial schools in providing educational opportunities for deaf and hard-of-hearing students, and about the continued existence of the schools. There is serious doubt that the provincial schools *in their present form* constitute the best use of the limited resources available for the education of deaf and hard-of-hearing students. At the very least the roles of the schools must be clarified and enlarged.

7. **Inadequate teacher communication skills.** Until recent times the use of ASL was forbidden in Ontario classrooms, and many teachers of deaf and hard-of-hearing children who require sign language instruction are still unable to sign effectively, either in ASL or in one of the signed systems used in schools. This is a fundamental inadequacy. If the teacher can not sign, he or she can not communicate with many of the students, or can not communicate in the language the student uses most fluently. If you can not communicate, you can not teach.

8. **Continued existence of barriers to communication and access for deaf and hard-of-hearing students.** Inadequate sound systems, failure to use modern technology in classrooms, lack of interpreters, note takers, caption decoding devices for educational film and television, telecommunication device for the Deaf (TDD) systems and real-time captioning systems -- all create barriers which impede deaf and hard-of-hearing students from realizing their full potential.

9. **Polarized positions within the educational community over language issues.** Reasonable discussion about languages of instruction and teaching methods for deaf children is hard to initiate and sustain. Established positions concerning modes of communication are very powerful in the history of deafness, to the point where they interfere with rational solutions to chronic problems. Since lives are profoundly affected by the decisions made about modes of communication, the degree of emotional involvement is understandable, but there is a need for more reasonable interventions, including theoretical and research enterprises.

   One of the positive aspects of this review process has been the growth of co-operation and dialogue between groups holding conflicting viewpoints. It serves as a demonstration that these groups can work together effectively, and that a clear understanding of the common goal -- improving opportunities for deaf and hard-of-hearing children -- supersedes an emotional commitment to a particular point of view.

10. **Lack of any well-publicized and clearly identified agency to provide information and counselling on deafness.** Many parents told the External Committee there is an urgent need for a single, authoritative source to provide unbiased and clear information about all aspects of hearing impairment, modes of communication, technical devices and educational programs. The lack of such a source is particularly aggravating to parents of young or newly-diagnosed children.

One anecdote may clarify the difficulties parents face. In the course of our investigation the father of a recently-born deaf child spoke at a public meeting in Toronto. He and his wife were seeking the best advice and the best programs for their child, and they travelled to Los Angeles to look for them. But the staff there were a bit surprised to see them; the best people and best facilities, they were told, are located in Toronto.

11. **Inadequate definitions of hearing impairment.** In Ontario, hearing impairment is defined in terms of a specific level of hearing acuity. A hearing loss of 70 decibels is required before a student is defined as hearing impaired and thus eligible to attend a provincial school, or for the school board serving the student to receive provincial funds for providing special programs.

    That definition is inadequate. Some students with greater hearing loss can function in regular classrooms; some students with less can not. A better approach would define hearing impairment in terms that reflect the ability of the individual student, and the degree of need for special programs. The intention should be to provide educational opportunities that are appropriate for each individual child, regardless of the degree of hearing loss as measured in strictly audiological terms.

    There is a similar difficulty with the absence of coherent and appropriate guidelines for the placement of children in specific programs. Such guidelines should be developed and available to the committees recommending placement of deaf and hard-of-hearing students in special educational settings.

It is these difficult and contentious issues we have tried to address in the recommendations that follow.

Section I

Academic achievement, teaching methods and communication

Recommendations regarding:

a. The academic competency achieved by students enrolled in the programs with reference to:

- **i) deaf and hard-of-hearing pupils in other jurisdictions,**
- **ii) hearing pupils in other jurisdictions, and**
- **iii) provincial schools and board programs;**

b. The effectiveness of current teaching methods for deaf and hard-of-hearing pupils.

Academic Competency

As noted in the introduction, levels of achievement for deaf and hard-of-hearing students in Ontario seem comparable or slightly superior to those achieved by deaf populations in other jurisdictions.

The charts prepared by the Internal Review Committee show comparative scores on standardized tests for reading comprehension and math computation by deaf and hard-of-hearing students in Ontario compared with similar students in the United States. As the charts indicate, scores in Ontario -- for students in both provincial schools and special programs offered by school boards -- are generally equal to or slightly higher than those of comparable students in the U.S. at all age levels.

These results are useful for general comparison, but should not be accepted entirely at face value. These are comparisons of scores on standardized tests -- tests that have serious shortcomings, as discussed below. In addition, the tests compare the achievements of deaf and hard-of-hearing students only with their peers, not with hearing students, so the norms of performance are lower. The hard fact is that in general the levels of achievement attained by deaf and hard-of-hearing children are substantially lower than those of hearing children of comparable age, especially in reading and writing.

The Committee believes strongly that the purpose of education for deaf and hard-of-hearing children should be the same as it is for hearing students: the goal should be the attainment of similar levels of achievement, and the preparation of students for later life in ways that equip them for full participation in society, on an equal footing -- at least in educational terms -- with their hearing cohorts. Anything less is a confession of limited expectations and a sentence to a life of lowered accomplishment. By any measure, the arrangements currently provided in Ontario do not meet this objective.

No one else meets it either; to the best of our knowledge, no other jurisdiction has succeeded in attaining this goal. Nevertheless it is the standard by which the success or failure of the system of education for deaf and hard-of-hearing students must be judged, and by this standard Ontario has been no more successful than the others in providing adequate educational opportunities for these students. That is one of the fundamental conclusions of this Committee, and it is that point of view which lies behind the following recommendations.

Quite apart from the question of the adequacy of programs offered for deaf and hard-of-hearing children is the question of children who are not receiving any special programs whatsoever. The Committee found difficulty in obtaining accurate information on the numbers of deaf and hard-of-hearing children and adults in Ontario. Individual school boards can provide statistics for the number of students enrolled in special education programs; and provincial schools for the deaf can provide accurate enrollment figures. But we remain convinced that an unknown number of deaf and hard-of-hearing children are not represented by either of those statistics. There is a discrepancy between the reported numbers of students who are deaf or hard of hearing, and the number that would be expected from demographic studies. We believe there are missing children who are either not diagnosed, misdiagnosed, or for other reasons not enrolled in special programs. They may surface later in life, in welfare statistics, in special adult literacy classes, or in statistics on school drop-out rates; but they are missed by the agencies that could provide concrete help at the time in their lives when help would be most beneficial.

Recommendations

In light of these observations, the External Team recommends that:

1.1 Provision be made for province-wide collection of data, including an on-going census of deaf and hard-of-hearing individuals, which would allow these children to be followed as they progress through the educational system, and facilitate service to them;

1.2 Programs for deaf and hard-of-hearing students be based on appropriate Ministry of Education guidelines for hearing students, and provide opportunities for levels of achievement comparable to those in the general school population of Ontario;

1.3 The principal goal or outcome of programs for deaf and hard-of-hearing students be the achievement of high levels of literacy; but other competencies, including the development of independent living skills, vocational skills, and social skills also be fostered and evaluated.

1.4 Programs offered in secondary schools for deaf and hard-of-hearing pupils cover all three levels -- Basic, General and Advanced.

1.5 Programs for gifted deaf and hard-of-hearing students be made available at elementary and secondary school levels.

1.6 The new methodologies of teaching and evaluation required by Ministry of Education guidelines under the curriculum document *Ontario Schools: Intermediate and Senior* (OSIS) be applied to programs for deaf and hard-of-hearing students, and similar broader measures of achievement be developed for these students in the primary and junior divisions.

1.7 Broader measures of student achievement be developed for deaf and hard-of-hearing pupils which would enable teachers to accurately assess a wider range of abilities than those measured by standardized tests commonly in use.

Many current measures of achievement rely excessively on the measurement of narrow cognitive, intellectual skills -- the skills of memory and written expression. Ministry of Education guidelines also demand programs which develop other aspects of a student's capabilities: the ability to apply knowledge, personal and interpersonal skills, motivation and self-confidence. Programs for deaf and hard-of-hearing students should also be directed toward the development of these attributes, and tests of student achievement should be developed which measure the success of these programs.[1]

1.8 Tests of student achievement measure sign language skills as well as other communication skills: reading, writing, speaking and listening.

1.9 Reporting to the parents of deaf and hard-of-hearing students assess and evaluate the student's level of achievement in relation to the total school population, and serve as a realistic indication of future placements.

Parents of deaf and hard-of-hearing students told members of the External Committee that reports of their child's academic progress did not reflect the actual level of achievement in comparison with hearing students. This was perceived to be a particular problem at the transition points -- from elementary to secondary systems, and from secondary to post-secondary institutions -- when parents discovered that a child supposed to be doing well was actually behind hearing students of the same age. This inadequacy in reporting is particularly disturbing when parents learn that their deaf and hard-of-hearing child who has been doing well in special programs and who has now completed high school does not have sufficient academic standing to gain admission to a post-secondary program. At that point the student is in effect abandonned by the educational system.

1.10 Systematic external reviews of both local and provincial school programs for deaf and hard-of-hearing students be conducted on a regular basis by teams of staff members and outside resource persons.

Regular review procedures have been developed to assess regular programs offered by local school boards. These procedures provide for both an internal team and an external team to prepare a co-operative report on the effectiveness of the programs being offered. This model should be employed to assess programs offered for deaf and hard-of-hearing students by both local boards and by provincial schools. Few such reviews have been conducted for deaf students in Ontario.

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[1] Appendices C and D contain, respectively, excerpts from the Hargreaves report, *Improving Secondary Schools*, Inner London Education Authority, 1984, and the Benchmark Program of the Toronto Board of Education, both of which indicate the types of measures which might be used for this purpose.

1.11 A system be developed and funded for the development of curricula, for the identification of exemplary programs, and the development of procedures for emulating these programs.

The External Committee found wide variations in the level of programs offered for deaf and hard-of-hearing students. The development of systematic methods of spreading the influence of the outstanding programs -- by using them as teacher training practicum sites, through monograph series, seminars, etc. -- is simple common sense.

1.12 The systematic review of the language curriculum in provincial schools currently under way be continued, and assistance be provided by outside consultants expert in language development; and the results of that review be widely disseminated to programs offered by local school boards for deaf and hard-of-hearing students.

1.13 The use of a variety of media and educational technologies be encouraged; a review be undertaken of existing resources and practices; and additional resources be made available if necessary.

1.14 The Ministry of Education provide on-going funding for research designed to improve the quality of instruction for deaf and hard-of-hearing children.

American Sign Language

Language, learning and education

Language is the primary means of learning; its chief function is not only communication, but also sorting and categorizing reality and providing a framework within which experience may be understood. It is essential in the cognitive process.

Children need to use a language constantly in order to understand their world, and in order to gain knowledge of that language. In a good home learning environment, both processes go on simultaneously and naturally, giving the child more control of the environment, more status as a family member, more independence and self-control.

Research into children's language shows us that by the age of five almost all children have, through use, learned the main structural features of their native language and have a considerable working vocabulary. Once in school the child's vocabulary starts to expand -- if the child is meeting new concepts and new contexts. As children use the language to learn school subjects, their combinations of words become more complex and subtle. This language development results from interacting with more experienced users of the language, such as teachers and older children. It is also much enhanced by stories and poems the students read or have read to them.

Deaf children are exactly like hearing children in this respect. They must use language purposefully and passionately to learn subjects and to become skilled users. Studying a language as a language comes later, involves considerable sophistication, and is of limited value in improving the command of the language. So deaf children must live, like hearing children, in a constant flow of language dealing with their lives, their intent, and their school learning. They must listen, speak, read and write constantly. The language of instruction -- oral or signed -- must be one in which they can acquire fluency, and perhaps the most urgent need in improving the education of deaf children is the need to identify at an early age a language of instruction that may be used consistently by the student.

If we believe in the importance of language in education, we have to wish for every child a natural learning context in which that child is energetically involved. So the question becomes: which language is most accessible, most natural to a deaf child? Many believe it is easier for a deaf person to use a visually-coded language than an aurally-coded language.

Education and ASL

When I was in a school for the deaf, it was easy to be understood because everyone knew how to sign. In class we were taught to sign Exact English, but as soon as we were released from class we started to sign ASL - American Sign Language.

Gary Vassallo, Secondary School Student.

For a child with some degree of hearing the question becomes more complicated. Some of these children are able to learn to speak, using aural/oral methods from an early age, if their hearing loss is detected early and if they are provided with intensive special programs. However for both deaf and hard-of-hearing children it is imperative to provide a social and linguistic environment which is as intense and as wide as possible. The child must "talk" and "hear" both for the development of language skills and for the growth of general intellectual capacity. Genuine literacy can not be achieved otherwise.

It is a matter of choice, and the Committee believes ***all*** options must be made available to parents. Those parents who believe that the primary symbol system for their child is visual, and who therefore wish to develop for their child an environment rich in sign language should be assisted to do so. The educational system now provides instruction and assistance for parents in sign systems that represent English; however, the Committee believes that such instruction and assistance should also be available in American Sign Language, which is a natural language well-suited to the needs of deaf and hard-of-hearing individuals.

We therefore need to develop in our programs communities of fluent users of American Sign Language (ASL), users who use the language energetically, accurately, and passionately. Research suggests that when deaf children learn American Sign Language early they become fluent, and develop a style in signing that is graceful, highly personal, idiomatic, and as complex as any other language. Similarly, oral-visual communication, when established early, has been shown to allow development of a highly conversational, lively and complex verbal system.

Proposals for the use of ASL have aroused strong emotions in the community of people -- parents as well as teachers -- involved in the education of deaf and hard-of-hearing children. Some parents fear their children will become isolated from them as they become fluent in ASL, and that the use of ASL instead of English as a primary language will hinder the child's acceptance in the larger society. And hearing parents and teachers face difficulty in becoming fluent in what is to them a difficult and sometimes intimidating language.

The Committee recognizes these difficulties, and sympathizes with parents and educators who must face these issues and deal with these fears on a daily basis. But we believe acceptance of ASL has the potential to foster the intellectual and educational development of deaf individuals.This does not lessen the need of deaf and hard-of-hearing children to also become fluent in written English, and every person who can learn to speak should do so. For those who can not, the attainment of bilingual competence -- in sign language and written English -- is of utmost importance: nothing less will allow these individuals to communicate effectively with the community of the deaf and hard-of-hearing persons, and to participate fully in the larger society. But children -- and especially deaf and hard-of-hearing children -- should not be denied their natural birthright, which is language.

Recommendations

In light of these observations the External Committee recommends that:

1.15 American Sign Language be recognized as one of the languages of instruction in Ontario schools, effective September 1, 1991, with the following provisos:

a) that it be clearly understood and publicized that the ASL option be considered one of a number available to families in Ontario;

b) that the Ministry of Education immediately begin work on practical arrangements and procedures for curriculum development and implementation in ASL and that a schedule for gradual implementation in selected locations and at selected grade levels be produced by September 1, 1990;

c) that the Ministry of Education provide training in ASL for teachers and other professionals;

d) that ASL be made available initially only in selected locations;

e) that the Ministry of Education, in co-operation with appropriate agencies such as the Canadian Hearing Society, immediately begin work on practical arrangements to introduce courses in ASL for parents of deaf children who are considering choosing this option for their child;

f) such courses be widely available, and include information concerning the steps parents can take to foster language acquisition and social development in their children; and

g) that pilot projects and research studies be continued to provide a theoretical and practical basis for the use of ASL as a language of instruction.

1.16 ASL be introduced as a language of instruction at a suitable location or locations as a pilot program in conjunction with a research study that will assist in the development of appropriate curricula and instructional methodologies, and will investigate the outcome of this form of education.

1.17 American Sign Language be offered as a credit course at high school level in Ontario schools for deaf, hard-of-hearing and hearing students.

Section II

A. Identification, placement and review procedures and program availability.

> *"There is no program available for the parents to learn about hearing impairment, so they don't understand the problems encountered by their children's hearing loss. Often the parents think their local school boards know about teaching all children but few boards have teachers qualified to teach hearing impaired children. When a parent finds out they have a hearing impaired child they are not told of the different routes for educating their child, therefore, the parent accepts whatever the school suggests not understanding themselves what other alternatives they have."*
>
> **Brief submitted to the External Committee by Bonnie and Bill Knott, Ingersoll, Ontario parents of two deaf children aged 14 and 11.**

IPRC Process in Overview

Bill 82, the legislation that governs educational programs for exceptional children in Ontario, established a formal process for the identification and evaluation of such children and their proper placement in the school system. This assessment process is conducted by a committee of educators and others operating under the authority of the local school board, called the Identification, Placement and Review Committee (IPRC).

The IPRC process applies to all children with special needs, and is the first step in identifying those needs. Children may not be assigned to special education programs for more than 50 per cent of the school day without passing through this process, and school boards are not reimbursed for the cost of special education classes for students who have not been assessed in this way.

The assessment procedure requires that parents participate in the process, and agree to the placement determined by the IPRC. An appeal process exists for parents who disagree with the evaluation of the IPRC. The legislation also provides for an annual review of the placement of each child, to ensure that it is still appropriate. If the local school board does not have adequate programs for an exceptional child, it may arrange for the child to attend the programs offered by a neighboring board, or programs offered by provincial schools -- in the case of deaf and hard-of-hearing children, the provincial schools for the Deaf.

In general the system is fair and well-administered. It contains adequate safeguards for the rights of children and parents, and accommodates the special needs of exceptional children. But the Committee identified a number of shortcomings with respect to deaf and hard-of-hearing children.

Areas of Concern

The IPRC process operates on the assumption that it will result in the best placement for each child, a placement which will maximize the educational opportunities for that child. In practice there are severe restrictions on the programs available -- especially in northern Ontario, and in areas served by small boards with limited resources -- and some deaf and hard-of-hearing children are badly served by the educational system as a result.

For example, parents frequently must choose between entering their deaf or hard-of-hearing child in a locally-operated program which uses inappropriate communication methods and which thus restricts their child's educational opportunities and potential, or sending the child hundreds of miles to one of the three provincial schools for the Deaf. Neither choice may be appropriate; but there are no alternatives.

Educational services for pre-school children are also restricted in many parts of the province. Severe or profound hearing disabilities can be -- and usually are -- diagnosed soon after birth, and deaf and hard-of-hearing infants benefit from programs which provide extra stimulation during the first months of infancy.

But school boards cannot receive grants from the Ministry of Education for children younger than two years of age, and the IPRC process does not evaluate exceptional children prior to junior kindergarten. In practice this means that many deaf and hard-of-hearing children receive only limited programs during these important early months.

This delay in providing programs has a second deleterious effect. Parents of deaf and hard-of-hearing infants must make crucial decisions about the educational approach they will use with their child. Parents are forced to make these vital decisions at a time when they often traumatized by the discovery that their infant is deaf, and in the absence of programs which could help them understand the variety of options available to them and the educational implications of each.

One other aspect of the IPRC process struck the Committee as questionable. Many parents complained that educators with expertise in deafness did not always participate in the assessment process, and in some cases deaf parents were not provided with interpreters for the IPRC procedures.

Finally, the Committee wishes to raise questions about early diagnosis of deafness, and the effectiveness of the IPRC process in identifying deaf and hard-of-hearing individuals in remote communities or in areas served by small boards. In some areas in northern Ontario the number of deaf and hard-of-hearing children in special programs was smaller than would be anticipated from the size of the population being served. It is unlikely that the prevalence of hearing impairment is lower in the north than in the south; a more probable cause of this statistical anomaly is that some deaf and hard-of-hearing children in these communities do not have their deafness diagnosed in the first two years of life, or no satisfactory program can be found for them.

Recommendations

In the light of these observations the Committee recommends that:

2.1 Appropriate support services, including the services of educational interpreters, be available to parents and children throughout the IPRC process.

2.2 Increased efforts be made to provide parents with information and guidance on the IPRC process and methods of appealing decisions of the IPRC prior to the meetings, and this information be made available in the language of their choice, including ASL or other signed language.

2.3 The Ministry of Education assume responsibility for ensuring that every IPRC assessment of a deaf and hard-of-hearing child include participation by a properly qualified specialist in deaf education, and involve a complete assessment of the child's communication skills.

2.4 Parents involved in the IPRC process be informed about programs offered by the local school board, by the provincial schools, and by other jurisdictions where appropriate -- for example, programs offered by neighboring school boards.

2.5 Questions concerning the language of instruction, the experience of teachers with various languages of instruction and the social needs of deaf and hard-of-hearing children be part of every IPRC proceeding involving such students.

2.6 In the absence of formal IPRC proceedings at provincial schools for the Deaf, these schools develop and formalize adequate assessment, placement and review procedures.

2.7 The Ministry of Education re-define the terms "deaf" and "hard-of-hearing" in educationally meaningful ways, rather than in terms of hearing loss.

Ministry of Education regulations specify that children with a hearing loss of 70 decibels or more be regarded as having a hearing impairment. This is a highly misleading standard, and one which directs attention away from the child's educational requirements. The Committee would prefer the development of more accurate measures which focus on the educational needs of the child.

2.8 IPRC decisions at the local board level and decisions concerning placement of a child in a specific program at a provincial school also include recommendations for the provision of the necessary support systems, such as educational interpreters.

B. Integration and Support Services: funding, availability and effectiveness

Integrated Programs

Classroom integration, sometimes called "mainstreaming", is the practice of teaching deaf, hard-of-hearing and hearing students in the same class. The idea has gained currency as a way of integrating some deaf and hard-of-hearing students into the hearing community. It may seem to be the least expensive way of providing for deaf and hard-of-hearing students in a given community when their numbers are small, but its success depends on many factors, including the adequacy of support systems. These systems are expensive and, in the absence of a critical mass of deaf and hard-of-hearing students, providing them may be seen by local boards as an inefficient use of resources.

We observed in some "integrated" classrooms deaf students who were taught little, and were only partially integrated into the regular classroom activities. The principal effect of integration seemed to be to deepen their sense of isolation from the world of hearing students. We also observed some integrated classrooms in which deaf students participated actively in class and were well accepted as part of the class social group. In our view, it is too soon to say which of these types of "integrated" classes will predominate, or how well the concept of integration will work for deaf students.

Support Systems

Adequate support mechanisms for deaf and hard-of-hearing students are an essential component of successful integrated programs, and it was clear to the Committee that the quality of integrated programs, and support systems, varies widely from one board to another. Generally, the programs provided by school boards in larger metropolitan areas were acceptable and some provided substantial benefits for deaf and hard-of-hearing students; the programs provided in remote areas and by smaller boards were sometimes flawed. In some cases it seemed clear to us that integrated programs were developed primarily because the board lacked the resources to provide anything else.

In addition, the support mechanisms for integrated programs at the secondary level seemed to be less effective than those offered at the elementary levels. One solution would be to establish a centralized secondary school as the centre for deaf studies in a given community, and thus provide a wider range of educational opportunities. In this connection the Committee reached the conclusion that secondary teachers of integrated classes would benefit from additional in-service courses on teaching deaf and hard-of-hearing students, both courses directed at improving teaching skills, and those dealing with general knowledge of and attitudes toward deafness.

The greater number of course options at the secondary level requires a larger number of educational interpreters. However, because of a lack of interpreters, students were clustered together with a "teacher-interpreter," or individually mainstreamed without qualified interpreters.

The External Committee could find only limited information comparing the success of deaf and hard-of-hearing students in integrated classes with those in segregated and residential programs. Standard measures of student achievement are inconclusive. Integrated classes for deaf and hard-of-hearing students have been widely accepted yet research indicating that they constitute an improvement over other programs would be helpful. In the absence of comparative studies it is impossible for the Committee to make recommendations or comments concerning the effectiveness of integrated programs or policies that support them.

Recommendations

In light of these observations the External Committee recommends that:

2.9 The Ministry of Education commission a systematic study of the necessary support mechanisms, criteria for successful integration, and selection procedures for integrated classes for deaf and hard-of-hearing students.

2.10 School boards or groups of boards investigate the possibility of establishing centralized secondary schools which provide a full range of educational opportunities for deaf and hard-of-hearing students.

2.11 The Ministry of Education institute changes in the system of in-lieu funding which would have the effect of removing financial incentives or disincentives for school boards to offer integrated programs.

The system of grants to school boards in lieu of services specifies that boards will not receive in-lieu grants for students who do not spend at least 50 per cent of their time in special classes. This system encourages boards to provide certain types of programs and discourages them from offering others, without reference to the educational needs of the students.

Section III

Training, Certification and Hiring of Teachers and Barriers to Employment

A. Teacher Training and Certification

Overview

There is considerable interest in changing the educational requirements for teachers of all students in Ontario schools, with more emphasis being given to practical involvement in real classes and apprenticeship periods as part of teacher education. The Committee endorses this general approach, and the present emphasis on establishing teacher training programs in a university setting.

However, within that general framework very specific arrangements need to be made in the training of teachers of deaf and hard-of-hearing students.

The present preparation program for teachers of deaf and hard-of-hearing students is located at the Sir James Whitney School in Belleville. The program is staffed by Ministry of Education personnel, and places strong emphasis on practical and direct experience with deaf and hard-of-hearing students in tutorial settings. The admission requirement is an Ontario Teacher's Certificate, and candidates who successfully complete the one-year program are awarded a Letter of Standing which becomes a permanent certificate following one or two years of successful teaching.

This program has made strong contributions to teacher preparation during the many years it has been in operation. But there are serious shortcomings that need to be addressed.

The program is somewhat divorced from the wider educational community; it does not serve as a major source of research or writing intended to advance the art of teaching deaf and hard-of-hearing students; and most of the faculty were themselves trained in the same program, which offers a markedly traditional view of teacher preparation. The diploma awarded to graduates is not accepted outside of Ontario, and does not have the recognition warranted by the preparation program.

The Committee believes many of these shortcomings could be corrected by locating the teacher preparation program in a university in a major urban centre. This would encourage interaction with the various elements in a Faculty of Education, and with the other Faculties of a large university. In particular, it would provide opportunities to work in co-operation with individuals expert in regular education, other areas of exceptionality, audiology, speech pathology, communication disorders, counselling and preschool programs.

Situating the teacher preparation program within a university would also facilitate the provision of the interpreters, note-takers and technical aids needed to encourage deaf or hard-of-hearing candidates to enter the program, and allow them to receive certification on the same basis as their hearing colleagues.

We believe there are three essential components in a good training plan for the teachers of deaf and hard-of-hearing students: parity with other teachers; employment of more teachers who are themselves deaf or hard of hearing; and provision of specialized courses specific to the teaching task to be undertaken. The following recommendations concerning teacher education are designed to develop those components.

Recommendations

In light of these observations the Committee recommends that:

3.1 The following plan be adopted for training teachers of deaf and hard-of-hearing students:

1st level The first requirement for teachers of deaf and hard-of-hearing students will be an undergraduate degree -- normally a B.A. or B.Sc.

2nd level The second requirement for teachers of deaf and hard-of-hearing programs will be the existing Ontario Teacher's Certificate, which will be awarded at the successful completion of one year of training at a recognized faculty of education. The intention is that the curriculum of the existing program for regular classroom teachers will be reviewed, and courses of special interest to those who intend to become teachers of deaf and hard-of-hearing students be added to the curriculum. These additional courses should include training in sign language, normal language development, and other aspects of deaf studies. Many of these specialized courses would also be made available as in-service training for existing teachers of deaf and hard-of-hearing students who wish to earn additional qualifications.

3rd level The third level of training will be a two-year graduate program in deaf studies.

The first year of the program is basic preparation in hearing impairment, and leads to a graduate diploma, which will be the equivalent of the Ontario Specialist Teacher's Certificate. *This becomes the basic qualification for teachers of deaf and hard-of-hearing students.*

The second year of the program will provide specialization in some aspect of deaf studies, including Integration, Sign Language Studies, Counselling, Pre-school, teaching speech, multi-handicapped children, etc. Successful completion of the program, and preparation of a thesis or completion of a suitable research project, leads to a Master of Education degree. The courses offered in both years of the graduate program will also be made available to teachers of deaf and hard-of-hearing programs as in-service training for those teachers who wish to earn additional qualifications. This would provide an opportunity for in-service training for teachers of deaf and hard-of-hearing students which does not now exist.

4th level The fourth level is a doctoral program in deaf education leading to a Doctor of Education degree.

3.2 Teachers of deaf and hard-of-hearing students be appropriately trained for the division in which they teach.

Teachers of programs for deaf and hard-of-hearing students are frequently trained as elementary teachers, but are often required to teach at the secondary level. It is important that teachers of programs for deaf and hard-of-hearing students be trained for the division in which they teach.

3.3 Instructors involved in pre-school programs for deaf and hard-of-hearing children be given specialist training in that area; and appropriate training courses for that purpose be developed jointly by experts in hearing impairment, language development, communication and early childhood education.

It is equally important to have properly-trained instructors involved in the early education of pre-school children who are deaf and hard-of-hearing. There are no training programs available now at the pre-school level for instructors of deaf and hard-of-hearing children, and this is seen to be a serious gap in the services provided by the educational system.

3.4 Teachers (and all other professional staff) in programs for deaf and hard-of-hearing students *be competent in sign, oral and aural methods* of communication, *according to the program in which they are working*; and training programs for existing staff be provided to develop this competence where necessary. *Deaf or hard-of-hearing teachers should also meet this requirement.*

3.5 The Ministry of Education immediately develop new equivalency arrangements which will increase the opportunities for teachers trained in other jurisdictions to acquire the Ontario Teacher's Certificate.

3.6 Teachers holding interim or permanent Letters of Standing to teach deaf and hard-of-hearing students in Ontario be deemed to hold the Ontario Teacher's Certificate as of January 1, 1991; and no further Letters of Standing be granted.

There is no post-secondary program in Ontario designed specifically for deaf and hard-of-hearing individuals, and many attend universities outside Ontario. They encounter barriers when they attempt to enrol in teacher training programs in Ontario, or when they attempt to transfer teacher training credits earned elsewhere to Ontario. To alleviate this problem a few deaf or hard-of-hearing teachers have been granted a Letter of Standing authorizing them to teach, but no mechanism has been established which would enable them to upgrade this qualification to an Ontario Teacher's Certificate. This recommendation is intended to correct that situation.

3.7 Teachers of deaf and hard-of-hearing students be encouraged to improve their qualifications through the provision of appropriate incentives.

3.8 Certification procedures for teachers of deaf and hard-of-hearing students require an independent test of competence in ASL, or a form of signed English, or oral-aural communication.

3.9 Scholarships and improved financial support be made available for students who wish to train as teachers of deaf and hard-of-hearing students.

B. Centre for Deafness Studies In Ontario

The Committee believes there is a clear need for a single institution to take the lead in improving educational opportunities for deaf and hard-of-hearing individuals in Ontario. Present activities are often fragmented, and there is no focal point for co-ordinated efforts to improve the quality of service provided to deaf and hard-of-hearing individuals.

Hearing impairment of the severity discussed in this report affects only a small number of people -- approximately 1.7 in 1000 individuals in the school age population. These small numbers of individuals are scattered across the province, and as a result there are a large number of programs each serving a small number of students.

Even a relatively large school board may have a very small number of deaf and hard-of-hearing students. The London School Board, for example, has 26 deaf and hard-of-hearing students enrolled in its programs. The Ottawa board has 32. Under these circumstances it is very difficult to provide the range of options needed by these students, and it is virtually impossible to develop research studies and exemplary programs which will extend those options and make them more effective.

The existing jurisdictional arrangements -- provincial schools operated by the Ministry, local programs offered by individual boards, support programs of various kinds provided by volunteer or community groups -- add to the fragmentation of service. The lack of co-ordination means that some agencies and programs spend much of their time re-inventing the wheel.

This is not an argument for centralizing the provision of services to deaf and hard-of-hearing individuals. In fact the provision of services needs to be de-centralized. But we believe there is a clear need for better co-ordination of these efforts, for centralized research programs and collection of data, and for an institution which can take a leadership role in improving the programs available.

This institution should clearly operate at the university level; it should be responsible for the development of programs and curricula for courses for deaf and hard-of-hearing individuals; for the development of programs to train the teachers who will teach those courses; for the establishment of research programs to investigate educational questions concerning deaf and hard-of-hearing persons; and for co-ordinating programs affecting those individuals.

We believe the creation of such an institution is imperative, both to foster public understanding and to assist in improving teacher training, professional development, and a more scientific understanding of the problems of deafness and the programs which might ease those problems. It should be obvious that such an institution must have a very strong component of deaf and hard-of-hearing persons on its staff.

As yet no single university in Ontario is well-placed to provide a fully-integrated program covering all of the needs for teacher preparation, research, clinical service and public service. Our recommendation is that an appropriate university be funded to develop an effective consortium which would become the Centre for Deafness Studies in Ontario.

This solution involves the development of a co-operative model in which a number of universities, service agencies and schools for the deaf will combine to provide necessary programs of the type described in the recommendation. We are convinced that only the creation of such an institute can focus the energy and expertise needed both for teacher training programs and for the co-ordination of psychological and social services needed to properly serve the deaf and hard-of-hearing population. Apart from the provincial schools, there is no clear and easily identifiable focal point for those -- parents and professionals alike -- concerned with deafness, in the way that for example the Canadian National Institute for the Blind (CNIB) provides that point of focus for those concerned with blindness.

Recommendations

In light of these observations, the External Committee recommends that:

3.10 An educational institute, to be called the Centre for Deafness Studies in Ontario (CDSO), be established specifically to deal with educational issues affecting deaf and hard-of-hearing individuals. The CDSO will be formed by a consortium of university-based faculties of education, service agencies, and schools for the deaf, and its functions will be:

a. to develop and provide teacher training and in-service training for teachers in deaf and hard-of-hearing programs;

b. to co-ordinate practicum arrangements for teachers in training for deaf and hard-of-hearing programs;

c. to act as a co-ordinating centre for interpreter services and other support programs for deaf and hard-of-hearing students in the post-secondary educational system;

d. to foster and disseminate publications on deafness and relevant pedagogical issues;

e. to be responsible for provision of education for deaf and hard-of-hearing adults in the province, including distance education;

f. to support deaf and hard-of-hearing students in their studies at colleges and universities;

g. to co-ordinate psychological and social services in the educational system for deaf and hard-of-hearing persons;

h. to conduct and fund research into hearing impairment;

i. to provide training courses, disseminate information and provide access to specialist knowledge for professionals other than teachers -- social workers, psychologists, audiologists and others -- involved in assisting deaf and hard-of-hearing persons;

j. to facilitate and foster improved relationships with other national and international institutions involved in the education of deaf and hard-of-hearing persons; and

k. to provide assistance in the professional development of teachers in programs for hearing students.

3.11 Teacher training programs provided by the CDSO provide strong training in a range of communication modes, including auditory-verbal, auditory-aural, total communication, American Sign Language, and bimodal bilingualism; a range of program placement options, including integration skills, consulting skills, deaf culture and the psycho-social aspects of deafness; and training in psychology, linguistics, principles of language acquisition and speech therapy.

The initial focus of the CDSO will be a teacher preparation program. These recommendations imply that teacher training programs will be located at universities where a full range of faculties are easily available. They also imply close links between CDSO, the provincial schools for the deaf, and the Regional Centres recommended in section IV.

C. Obstacles to Employment

Overview

Many deaf and hard-of-hearing students aspire to become teachers. But in Ontario there are only 8 teachers in deaf education who are themselves deaf or hard-of-hearing. This statistic speaks volumes about the obstacles these students face when they attempt to enter the teaching profession in Ontario.

It is clear that serious barriers impede the employment of deaf and hard-of-hearing individuals in the educational system. These barriers range from the requirements of certification programs to informal practices.

Under the present system, if a deaf or hard-of-hearing student wishes to become a teacher, he or she must be accepted by one of the teacher training faculties in Ontario. (Teacher qualifications earned by deaf and hard-of-hearing individuals in other jurisdictions are generally not accepted as equivalent to the Ontario Teacher's Certificate). Entrance to teacher training programs is competitive, and is determined primarily by academic qualifications. Virtually no deaf students are accepted in these programs because their academic standing, while it qualifies them for admission, is too low to place them among the top 10 or 15 per cent who are usually selected for admission. The Committee spoke with several deaf students who have applied repeatedly to teacher education programs but who have no hope of being accepted.

This raises the question of inappropriate general standards being applied to the highly specialized field of teaching deaf and hard-of-hearing students. It is well known, for example, that academic excellence is not the only -- or even the best -- predictor of which individual will become an effective teacher. But it is the yardstick by which all applicants are measured, and it presents a serious barrier to the employment of teachers who are deaf or hard-of-hearing.

There is other evidence of a generalized system of values by which teachers of deaf and hard-of-hearing children are evaluated according to criteria which are inappropriate for this specialized field. For example, fluency of communication is critically important to deaf students but is not highly ranked in assessments of teacher qualifications. General selection procedures may serve the general population reasonably well, but they impede the hiring of deaf and hard-of-hearing individuals as teachers, and do not improve the quality of teaching available to deaf and hard-of-hearing students.

In addition, the present requirements of the Ontario Teacher's Certificate specify that a training teacher must complete a practicum by teaching in a regular classroom with hearing students. This is incorrectly perceived by many school administrators, educators and some parents as an insuperable obstacle for deaf and hard-of-hearing individuals, and many are counselled out of teacher education programs because of it.

One unintended consequence of this screening process for teachers is to deny deaf and hard-of-hearing students access to appropriate role models. This in turn inhibits the progress of the next generation of deaf and hard-of-hearing children.

Affirmative Action

The most effective way -- perhaps the only effective way -- to correct this situation is through the use of a comprehensive affirmative action program, similar to the programs developed to correct imbalances in the employment of women and minority groups. These affirmative action programs typically involve setting targets or quotas for employment; establishing deadlines for adherence to those targets; and on-going monitoring of the implementation of the program. All of those elements will also be necessary in this case.

In addition, programs specific to the needs of deaf and hard-of-hearing individuals will also be necessary -- for example, the development of support programs to enable deaf and hard-of-hearing individuals, including students in faculties of education training as teachers of the deaf -- to undertake undergraduate and graduate programs on an equal footing with hearing students. This implies the provision of note-takers, assistive listening devices, interpreters, counsellors and other necessary services.

Recommendations

In light of these observations, the External Committee recommends that:

3.12 Affirmative action programs be developed to increase the number of deaf persons who become teachers and other professionals involved in deaf and hard-of-hearing programs. Such affirmative action programs should:

a) contain elements which will have the effect of removing barriers which now impede employment of deaf and hard-of-hearing individuals;

b) set targets and timelines for the achievement of satisfactory levels of employment by deaf and hard-of-hearing persons;

c) provide access to training opportunities which will prepare deaf and hard-of-hearing individuals for employment in the educational system; and

d) encourage the employment of properly qualified deaf and hard-of-hearing individuals as members of faculties of education; in pre-school and resource centres; and in administrative positions within the elementary and secondary schools, as well as provincial schools for the deaf and the Ministry of Education.

3.13 In keeping with the spirit of this recommendation, the CDSO immediately evolve a specific plan to ensure that half of its faculty and staff are deaf and hard-of-hearing persons.

Section IV

A. Provision of quality pre-school, parent and family services.

Existing Needs

Typically, profound or severe hearing loss is diagnosed during the first two years of a child's life, and for many parents, the discovery that their child is deaf is a traumatic one. Parents in this situation need a wide range of services, both to enable them to deal with their own adjustment, and to provide the most appropriate and effective environment for their child.

Families need to know that the first few years of a child's life are crucial in the development of later emotional stability and intelligence. They need to know that the close and constant interactions between baby and care-giver are at least as important to a deaf child as to a hearing child. They may want to learn how to sign, or to know where they can meet other parents faced with similar questions. They need to have skilled and sensitive counselling concerning the options available to them in modes of communication and in education generally. They need to know about technical devices like hearing aids, how to maintain them, how to help the child wear one comfortably, where to get financial help for the exceptional technical needs of a deaf child, such as TDDs, television decoders, and visual alarm systems. Above all, they need to know where to find assistance and effective pre-school programs.

Current Services

Some of these needs are currently being met by home teachers and other staff employed by the Resource Centres of the three Provincial Schools for the Deaf, by programs operated by local Boards of Education, by hospital based programs, and by volunteer organizations like VOICE for hearing impaired children, and the Canadian Hearing Society (CHS). But the availability of these services varies widely across the province, due to lack of co-ordination, lack of access in some parts of the province, and lack of resources.

Typically, many of these services are available in large metropolitan areas; but many communities served by small boards, or those in remote areas, suffer from a lack of essential services, and fail to provide parents with adequate information about the services available. Even in the large metropolitan areas there is not always effective co-ordination of the available resources.

The Committee believes there is a need for a central source of information for parents of deaf children. Equally important, there is a pressing need for more uniform availability of services throughout the province. We are of the opinion that the most realistic way of meeting these needs is through the establishment of Regional Deafness Centres in various parts of Ontario which can act as resource centres for both individuals and school boards, to ensure adequate provision of minimum levels of service to all residents of the province.

Recommendations

In light of these observations the External Committee recommends that:

4.1. The Ministry of Education establish Regional Centres throughout the province to provide services and information to deaf and hard-of-hearing children and their parents. These Centres should be independent of the Ministry of Education. The Regional Centres shall also provide resources for local boards -- lending libraries, educational materials, educational toys for deaf and hard-of-hearing children, material on deaf culture, etc. At least one of these Regional Centres shall be located in northern Ontario, and the affirmative action plan shall be applied to all of them.

The External Committee identified a wide range of services that are needed by deaf and hard-of-hearing students. The function of the Regional Centres would be to provide a central location where deaf and hard-of-hearing children and their parents in all parts of the province would have access to necessary programs. The programs offered by the Regional Centres should include:

a) outreach programs in conjunction with leaders of the deaf community and leaders of minority groups to ensure the provision of services for deaf and hard-of-hearing children in those groups;

b) programs of summer learning vacations for entire families of deaf and hard-of-hearing individuals;

c) mobile vans -- similar to travelling libraries -- to visit areas surrounding Regional Centres;

d) outreach programs for deaf and hard-of-hearing individuals and their families in their region, including satellite programs where required;

e) programs for deaf students with multiple handicaps;

f) the preparation and provision of videotapes and teleconferences that provide information, practical advice and support to parents of deaf and hard-of-hearing children;

g) the development of sign language programs for parents and training for deaf persons to act as instructors of these classes;

h) financial and other support for groups serving parents of deaf children;

i) development of a directory of the services available in all locations for the use of parents of newly-identified deaf and hard-of-hearing children;

j) programs to provide information about the post-secondary options available to deaf and hard-of-hearing individuals; and

k) employment of deaf and hard-of-hearing staff.

4.2. The Regional Centres provide preschool services to all deaf and hard-of-hearing children from the age of diagnosis, rather than from the age of two years.

Only programs operated by the Ministry of Education are funded to provide service to children below two years of age. This leaves a gap in service during a crucial period in the child's development.

4.3. The services available in pre-school programs include:

a) objective counselling by trained counsellors in the different educational options available for deaf and hard-of-hearing individuals;

b) information on the technical devices available to assist deaf and hard of hearing children, including TDDs, television caption decoders, assistive hearing devices, flashing light systems, etc.;

c) audiological information concerning the maintenance and use of hearing aids;

d) preschool programming provided by personnel trained in early childhood education of deaf children; and

e) access as needed by families to trained psychological counselling and social work services.

4.4. The Ministry of Education investigate the development of an interactive communication system similar to that provided in Alberta for the use of all schools and centres in the province.[1]

4.5 The Ministry of Education provide on-going parent education programs during the pre-school, elementary and secondary school years.

B. Availability and role of interpreters.

The adequate provision of both oral and manual interpreters is an essential service for deaf and hard-of-hearing individuals. Without it they may have little or no communication with the hearing world around them.

Yet the Committee found many cases in which the provision of interpreters was clearly inadequate. For example, deaf and hard-of-hearing students and their parents were involved in important meetings with school officials at which no interpreter was present. Some deaf and hard-of-hearing students in integrated classes were not properly served by interpreters, and in some cases teacher aides were used as interpreters, although they were not trained for that purpose. The Committee believes these are important failings which must be corrected immediately.

Many studies are now being conducted in Canada on the availability and role of educational interpreters. The Committee believes these studies will make important contributions to the development of a rational policy governing these issues. However, we believe there are obvious problems which should be corrected before the completion of those studies.

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[1] The Alberta Response Centre maintains a computer-based system which provides information and answers questions asked by parents, teachers, guidance counsellors, and deaf or hard-of-hearing individuals. The system can be accessed by modem, and is thus available to users in remote regions of the province. The information is frequently up-dated, and the system allows users to exchange messages with each other. There are now several thousand users.

Recommendations

In light of these observations the Committee recommends that:

4.6. Interpreters funded by the Ministry of Education and provided by the local school authority be available at all meetings between deaf and hard-of-hearing individuals and educational authorities.

4.7. All deaf and hard-of-hearing children be provided free of charge with TDD and caption decoding devices, assistive listening devices, flashing light systems, molds, and hearing-aid supplies.

4.8. The Ministry of Education commission a study into the role of interpreters in the education of deaf and hard-of-hearing students, to include:

a) standards of selection;

b) definition of role;

c) employment practices;

d) certification procedures and standards of competence; and

e) training needs.

The Committee is not recommending a full research study which will result in the publication of an academic paper, but rather an attempt to compile the information already available into a document which can be used in the development of policy. Advice and information should be solicited from the Association of Visual Language Interpreters of Canada (AVLIC), the OAD, the Ontario Association of Sign Language Interpreters (OASLI) and other groups serving the deaf community.

4.9. The CDSO establish a university department of interpreter training, including sign language studies, and negotiate with the federal government to ensure that recommendations of the *Obstacles* Report[2] are carried out.

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[2] *Obstacles: Report of the Special Committee on the Disabled and the Handicapped* (Ottawa: Ministry of Supply and Services, 1981).

C. Social/personal, cultural, and leadership opportunities

In many areas there are too few deaf and hard-of-hearing youngsters to allow the natural development in these individuals of social competence and a sense of social cohesion. This problem is compounded by a lack of qualified counsellors and counselling services to help deaf and hard-of-hearing young people establish appropriate contacts.

The Committee identified a need for greater access to programs which increase contact between older deaf and hard-of-hearing students and younger children, and to programs which encourage the growth of a sense of community by providing regular opportunities for deaf students to form clubs and interest groups.

Schools at both the elementary and secondary levels can play an important part in alleviating these problems, through the provision of special programs -- after-school teen clubs, for example. However, in many areas the need to bus students over considerable distances impedes the development of after-school programs, and reinforces the isolation of deaf and hard-of-hearing students. The provincial schools could -- and should -- play an active part in alleviating this situation.

Another impediment to full social and leadership development for deaf and hard-of-hearing students is the existence of barriers in the school environment which inhibit their ability to understand and to communicate. These barriers may include a lack of signing capability by teachers, or the absence of technical equipment like caption-decoding devices, TDDs or flashing light systems. When these inadequacies are added to the acute shortage of interpreters the result is to deepen the loneliness and isolation of deaf students.

An important part of personal and social development is an identification with persons of similar experience. Deaf and hard-of-hearing children need to know about deaf culture; about deaf heroes; about the success of others, so they can develop a sense of increased possibilities, and a positive image of themselves. The schools should play an important part in fostering the development of this type of deaf culture among deaf and hard-of-hearing students, and in increasing public awareness of these issues in the hearing population.

Recommendations

In light of these observations the Committee recommends that:

4.10 The Ontario Board of Deaf Education (see section V) provide appropriate staff at the Regional Centres and in local schools to improve the quality and availability of counselling, various kinds of opportunities for social interaction and information on deaf culture for deaf and hard-of-hearing students.

4.11 The Ontario Board of Deaf Education establish mechanisms to enhance extra-curricular programs for deaf and hard-of-hearing students, including the hiring of deaf and hard-of-hearing persons to assist school staff in providing such programs.

4.12 The Ontario Board of Deaf Education provide specific guidelines for credit courses in Deaf Studies at the secondary school level, and encourage the offering of such courses to all students.

4.13 The Ontario Board of Deaf Education take measures to ensure that the school environment is free of barriers to deaf and hard-of-hearing students. This implies the availability of signing, captioning for educational television programs, the provision of TDDs, caption decoding devices, assistive listening devices, flashing light systems, molds, and hearing aid supplies.

Section V

Policy development process and advisory committees

Overview

In the normal course of events policy in educational matters is often led by local school boards, which identify an issue as one that needs to be resolved, bring it to the attention of the Ministry of Education, and participate in the resolution of that issue. When sufficient pressure is generated, the Ministry of Education acts, and the issue is resolved. Most recent innovations in educational policy -- the OSIS curriculum document, for example -- have arisen from this process.

Areas of Concern

Education of deaf and hard-of-hearing students is an exception to this process. The parents of deaf and hard-of-hearing students typically do not form an effective pressure group at the local board level, in part because there are relatively few such parents in any one board. The local boards themselves are preoccupied with other matters, and policy decisions about the education of deaf students is often left in the hands of specialists from the Ministry of Education.

As a result, there is little or no public process for policy development in respect of programs for deaf and hard-of-hearing students. Some equivalent of the usual locus of accountability and responsibility -- the local board -- needs to be provided in this area. A number of organizations and agencies should contribute to this process, including advisory councils drawn from organizations serving the deaf community, parents of deaf and hard-of-hearing students, the Regional Centres recommended elsewhere in this report, the provincial schools, the Ministry of Education special education branch, faculties of education and the CDSO. In short, there is a need to build a strong relationship between local boards, residential schools and the new entities recommended in this report.

Board of Deaf Education

This may be best done by the establishment of a school board or agency with members appointed by the Minister, to be responsible for the supervision of provincial schools and Regional Centres, and to assist the programs provided by local school boards for deaf and hard-of-hearing students.

A provincial board of deaf education would be able to make recommendations and establish programs and priorities for the entire province, monitor the provision of services, set guidelines for the employment of ancillary staff, provide coherent career progressions for staff, exercise fiscal control over the system of deaf education, and ensure that the resources available are used to maximum effect. It would serve to eliminate funding inequities between the provincial schools and local boards of education, and would provide the Minister of Education with coherent and co-ordinated advice. It would make the Regional Centres independent of the Ministry of Education, which would also enable them to fulfill their function as independent sources of information and support.

Recommendations

In light of these observations the Committee recommends that:

5.1 An Ontario Board of Deaf Education be established, with members appointed by the Minister, to be responsible for the administration of provincial schools and Regional Centres. The Ministry of Education shall fund the operations of the Board.

The Board members should be deaf and hard-of-hearing adults, parents of deaf and hard-of-hearing children, professionals with specialized training in education of deaf and hard-of-hearing students, and representatives of various community service and volunteer organizations serving the deaf community.

Section VI

Changing function of the provincial schools

Impact of Changing Needs

The rapid growth of integrated programs offered by local school boards has been paralleled by a corresponding reduction in enrollment in the residential programs offered by the provincial schools for the Deaf. The continuation of this trend puts in question the continued existence of these facilities. The provincial schools now have large staffs and few students, which raises questions about the efficiency of these programs, and alternative uses for the facilities. Even the services provided to local school boards do not provide an adequate rationale for the present arrangements.

At the same time, we recognize that there has been a gradual change in the student population served by the provincial schools: they now serve increased numbers of deaf and hard-of-hearing children with multiple handicaps. And the provincial schools offer the only residential programs in Ontario, and thus constitute an important choice and an alternative to integration of deaf and hard-of-hearing students in mainstream classes.

Adjustment to Current Needs

The Committee is not recommending that the provincial schools be closed, or their operations curtailed. However the steady decline in enrollment dictates an active search for ways to maintain the vitality of the provincial school programs, and to find a new rationale for their existence. Deaf and hard-of-hearing groups and parents, and external consultants specializing in residential care should be involved in this process. The residences of provincial schools are a greatly underused resource. These facilities could be used for weekend programs, for example sleepover programs for sports teams.

We recognize that improved use of the existing residential facilities will not resolve the fundamental question of the proper function of the provincial schools. Nevertheless, the Committee is convinced that more energetic and more rational use of these well-equipped facilities will benefit many students now, and may provide an alternative to mainstreaming for those who wish it. Provincial schools have already shown themselves to be adaptable to change and will continue to be so. However they will need help in doing this.

Recommendations

In light of these observations the Committee recommends that:

6.1. The provincial schools be helped to become centres of excellence in deaf education, but the goals, objectives, purposes and nature of the service be systematically and carefully evaluated with the following criteria in mind:

  a) the value of the programs as an example and inspiration to school boards;

  b) the effectiveness of the schools in serving geographical communities in different sections of the province;

  c) the usefulness of the schools in conjunction with CDSO as centres for teacher development, in-service training and community out-reach programs;

  d) the usefulness of the schools as centres of extra-curricular programs of benefit to the deaf community; and

  e) the value of the out-reach programs of the schools.

6.2. Residence programs at provincial schools be reviewed and evaluated with a view to:

  a) encouraging family group living environments;

  b) maximizing the use of the facilities;

  c) creating social and athletic opportunities for as many students as possible, including day students and students attending local board programs; and

  d) involving parents and other care-givers in after-school and weekend programs.

Appendix A

Terms of Reference for the External Review Committee

1. Areas to be Reviewed

The External Review Committee will review the Ministry of Education provincial school programs and a sample of school board programs. They will examine programs offered for pre-school children and for severe and profound school age hearing-impaired pupils and their families. The External Review Committee will make recommendations regarding:

a) the academic competency achieved by pupils enrolled in the programs with reference to

   i) hearing-impaired pupils in other jurisdictions,

   ii) hearing pupils in other jurisdictions, and

   iii) provincial schools and board programs;

b) the effectiveness of current teaching methods for hearing-impaired pupils;

c) the procedures of the identification placement and review process for hearing impaired children, and an assessment of the availability of various types of programs in different parts of the province;

d) the funding, availability and effectiveness of present classroom integration policies and support services;

e) the training, certification and hiring of teachers of hearing-impaired students and an identification of any barriers which may exist to the employment of teachers who are deaf or hard of hearing;

f) the policy development progress for hearing impaired programs, including the role of advisory committees;

g) the appropriateness of communication systems employed in programs for hearing-impaired pupils, and an examination of the use of ASL as a language of instruction in schools;

h) the provision and quality of pre-school, parent and family services;

i) the availability and role of interpreters; and

j) the social/personal, cultural, and leadership development opportunities for hearing-impaired pupils.

2. Relationship of the External Review Committee to other Components of the Review

With the Advisory Committee:

The External Committee will meet with the Advisory Committee and will receive their interpretation and understandings of the issues under review.

With the Ministry of Colleges and Universities (MCU):

The External Team will be provided with the results of the separate but parallel review of post-secondary services being conducted by MCU but will not visit the instructions being surveyed.

With the Internal Review Committee:

The External Review Committee will receive and respond to the Internal Review Report. Representatives of both teams will meet to discuss and clarify their observations and recommendations prior to the final report.

Review of Literature:

The External Committee will be provided with the literature review when it is completed to assist in their deliberations.

Review of French Language Programs:

Members of the External Review Committee will be provided with the opportunity to meet and discuss issues with members of the French Language Program Review.

3. Conduct of Review by External Committee

The External Committee will visit all of the jurisdictions under review; they will hold meetings, interviews, discussions and review documented policies and programs. On the basis of their observations, they will formulate conclusions and recommendations.

4. The Final Report

The External Committee's observations and recommendations will be included in the final report along with those of the Internal Committee and the report of the Ministry of Colleges and Universities.

5. Relation to Ministry and Internal Review

The External Committee has been employed by the Ministry of Education as a group of independent observers. They have been selected on the basis of their expert knowledge and experience in the field of deaf education and educational theory and practice in Ontario. While the External Report will take into account and respond to the Internal Report, the final conclusions and recommendations are expected to represent the objective and independent standing of the External Committee.

Appendix B

Alumni Questionnaire

Overview

An Alumni Questionnaire, designed to survey deaf and hard-of-hearing persons who had attended schools in Ontario, was developed by the Advisory Committee and the External Review Committee. The questionnaire was distributed through the Provincial Schools and the various groups represented on the Advisory Committee. Of the 2300 questionnaires distributed, 212 were returned. The results of the survey were made available to the External Committee to assist them in the development of their recommendations.

A summary of responses to the survey is presented here.

Summary of responses

Current Communication

Language used to communicate with deaf people now

ASL	77.8%
Signed English	33.0%
Spoken English	25.9%

Means used to communicate with hearing people now

	Frequency
ASL - with an interpreter	91
Signed-English with an interpreter	31
Spoken English (speech and lipreading)*	114
Writing	134
Gestures	80
Other	35

* 16 indicated with interpreter/76 without.

Institution

School Attended

	Frequency
Provincial School	147
Public School	40
Separate School	11

Post Secondary Institution Attended

	Frequency
Gallaudet University	51
Madonna College	17
George Brown College	35
Another College of Applied Arts and Technology	13
On the Job Training Program	47
University in Ontario	16
NEXA/TKS Training	8
Other	42

Communication at school

Communication used in Classroom

	Frequency
Oral	107
Cued Speech	18
Speech and Signed English	106
American Sign Language	56
Other	40

Ability to understand signing of teacher(s)

	Frequency
Very well	30.6%
Somewhat	50.9%
Not very well	18.5%

Communication away from school

Communication used outside the classroom with deaf friends

	Frequency
Oral	31
Cude Speech	8
Speech and Signed English	58
ASL	12

Communication used outside the classroom with hearing

	Frequency
Oral	102
Cued Speech	12
Speech and Signed English	53
ASL	19
Other	78

Communication used at home with family

	Frequency
Oral	119
Cued Speech	17
Speech and Signed English	53
ASL	34
Finger Spelling	81
Other	50

Signing Skills

First learned to sign

	Frequency
I do not sign	9.6%
I learned sign language at school from teachers	22.2%
Other deaf students taught me Sign Language	19.3%
I learned sign language at home from my family	5.2%
I learned sign language from deaf friends	31.9%
I learned sign language from deaf audults (outside of school)	8.1%
My parents are deaf, I learned sign language at home	3.7%

Had Teachers who were deaf or hard of hearing

	Frequency
Yes	35.7%
No	64.3%

Deaf children who would benefit from being taught by deaf or hard of hearing teachers

Yes	89.4%
No	10.6%

Learned how to use an interpreter in school

Yes	20.4%
No	79.6%

Understood the interpreter

Very well	42.1%
Somewhat	50.0%
Not very well	7.9%

Learned how to use a TTY at school

Yes	39.4%
No	60.6%

Deaf Culture

Deaf Culture units available at school

Yes	36.8%
No	63.2%

Units of study in "History of the Deaf" available at school

Yes	28.2%
No	71.8%

Sign language course available at school

Yes	36%
No	64%

Services

Learned of Deaf Clubs and Deaf organizations at school

Yes	29.5%
No	70.5%

Had a tutor at school

Yes	29.7%
No	70.3%

Used a notetaker in school

Yes	22.7%
No	76.8%

Counselling Services

Counselling services used in school

Very effective	21.9%
Somewhat effective	48.3%
Not very effective	29.9%

Communications method used by the counselling staff

Oral	35.8%
Cued Speech	8.5%
Speech and signed English	54.7%
American Sign Language	27.8%
Other (please specify)	10.4%

Understood the counselling staff

Very well	36.9%
Somewhat	47.8%
Not very well	15.3%

Additional Comments

Additional comments

	Frequency
Not enough Deaf Teachers	22
Benefit from Deaf and Hard of Hearing Teachers	29
Need ASL	37
Need Better Deaf Education	45
Hearing staff should learn ASL	25
Need a Better understanding of Deaf Culture by Hearing	25

Appendix C

Four Aspects of Achievement

Excerpt from the Hargreaves Report, *Improving Secondary Schools*, Inner London Education Authority, 1984.

Achievement Aspect I

This aspect of achievement is strongly represented in the current 16 plus public examinations. It involves most of all the capacity to express oneself in a written form. It requires the capacity to retain propositional knowledge, to select from such knowledge appropriately in response to a specified request, and to do so quickly without reference to possible sources of information. The capacity to memorise and organise material is particularly important. Public examinations measure such achievement in that they are mainly written tests, set with strict time limits and with the requirement that pupils have few or no additional resources available to them. The examinations emphasise knowledge rather than skill; memorisation more than problem-solving or investigational capacities; writing rather than speaking or other forms of communication; speed rather than reflection; individual rather than group achievement.

Achievement Aspect II

This aspect of achievement is concerned with the capacity to apply knowledge rather than knowledge itself, with the practical rather than the theoretical, with the oral rather than the written. Problem solving and investigational skills are more important than the retention of knowledge. This aspect is to some degree measured in public examinations, but it is often seen as secondary and less important than aspect 1. It tends to be more difficult, as well as more time-consuming and more expensive, to assess than aspect 1.

Achievement Aspect III

This aspect is concerned with personal and social skills; the capacity to communicate with others in face-to face relationships; the ability to co-operate with others in the interest of the group as well as of the individual; initiative, self-reliance and the ability to work alone without close supervision; and the skills of leadership. This aspect of achievement remains virtually untapped by the 16 plus examinations.

Achievement Aspect IV

This aspect of achievement involves motivation and commitment; the willingness to accept failure without destructive consequences; the readiness to perserve; the self -confidence to learn in spite of the difficulty of the task. Such motivation is often regarded as a prerequisite to achievement, rather than as an achievement itself. We do not deny that motivation, is a prerequisite to the other three aspects of achievement, but we also believe that it can be regarded as an achievement in its own right. For some pupils come to their schools without such motivation, yet the school succeeds in generating it in them and, in such circumstances, both the school and the pupils have made an important achievement. By contrast, some schools actively reduce the motivation and commitment of pupils, thereby causing further underachievement in aspectsI-III. In one sense, aspect iv is the most important of all, since without it achievement in the other three aspects is like to be very limited, both at school and in the future. Working class pupils are particularly vulnerable here, since some of them, because of disadvantaged circumstances, come to school with already low levels of aspect iv achievement; they rely upon teachers, in a way that most middle class pupils do not, for immediate and basic help with aspect iv. If the school does not attend to aspect iv as a central feature of its work, then achievement in the other three aspects becomes improbable. When the school believes it is not within its powers to influence aspect iv, the teachers begin to explain the lack of achievement in terms of the pupils' background, and these low teacher expectations becoming self-fulfilling. And when pupils experience their schooling as a threat to their aspect iv achievement, it becomes rational for them to play truant or to protect themselves by classroom misbehaviour.

Appendix D

The Benchmark Program of The Toronto Board of Education

Testing Procedures

In 1988 the Toronto Board of Education began a comprehensive evaluation program in English and Mathematics involving 11 hours of one-on-one testing for each child in the sample. This is how the Board described its program in a letter to parents, March 1988:

"The Toronto Board of Education is establishing systemwide standards for the academic performance of its students. These standards will be known as 'benchmarks'. This year the Toronto Board is developing benchmarks for reading, writing, and mathematics in grades three and six.

"Such benchmarks can be accurately determined by working with just 10% of the students, provided that they are selected randomly from the total student population in all schools. Ten percent of the students at each grade level will be assisting in the establishment of benchmarks in mathematics and another 10% at each grade level will assist in establishing the reading and writing benchmarks. If your child is in grade three or six this year, there is a chance he or she may be participating in these activities.

Evaluation

"The evaluators working with these students will be experienced teachers who have been specially trained for this project. They will go out to the schools and work with the students individually, providing thoughtful encouragement and a relaxed setting so that each does his/her best work.

"The work with the students will be finished in June. All the results will then be analyzed to establish the "benchmarks", which will describe the results for all the students as a group. These general results will be made public in the next school year. The results for individual students will remain totally confidential; they will not be given to parents, students, teachers, or principals.

"The benchmarks that the emerge in reading, writing and mathematics will be clear, and will show what our pupils can do in relation to Ontario and Toronto curriculum requirements. In future years, teachers will use some of the evaluation materials and the information provided by the benchmarks along with their knowledge of students gained thoroughly day-to-day interaction to report the progress of each student to his/her parents. Parents and students will have an improved understanding of system-wide standards."

The most unusual features of the Toronto Board's evaluation program are the wide range of competencies it tests and the care being given to the testing situation. It does not rely on standardized tests imported from elsewhere, but uses assessment methods and materials developed by Toronto teachers, co-ordinators, consultants, and research staff. It matches Ministry and Toronto Board curriculum goals and guidelines, and therefore is concerned with the quality of learning. It does not rely exclusively on written tests, but involves the use of a wide variety of concrete materials and real experiences.

> From, *Issues in Education; A discussion of Policy*, by Penny Moss and Donald Rutledge, published by the Child Youth and Family Policy Research Centre, Toronto.

Appendix E

Advisory Committee

Canadian Hearing Society	Mr. Denis Morrice (Chair)
Canadian Hard-of-Hearing Association - Ontario Chapter	Mr. John Ford Ms. Kathy Kortright
Deaf Children's Society of Ontario	Ms. Jeri Vrieze Mr Ron Bailey
Ontario Association of the Deaf	Mr. Gary Malkowski Mr. Henry Whalen
VOICE for Hearing-Impaired Children	Ms. Rosemary Pryde Mr. Don Heale
Ontario Teachers' Federation	
(OSSTF)	Mr. Murray Coole
(OPSTF)	Mr. Riza Razack
Ontario School Trustees Council	Ms. Susan Hall Ms. Marie Carroll
Ontario Educators of The Hearing Impaired	Ms. Barb Wancha Mr. Ron Taylor
Federation of Provincial Schools Authority Teachers	Ms. Helen Woodward Mr. Robert Lavoie
Ontario Intrepreter Services	Ms. Nonna Jean Taylor Mr. Ron Hahn